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BUDGET JUSTIFICATIONS, F.Y. 1989

BUREAU OF LAND MANAGEMENT

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DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

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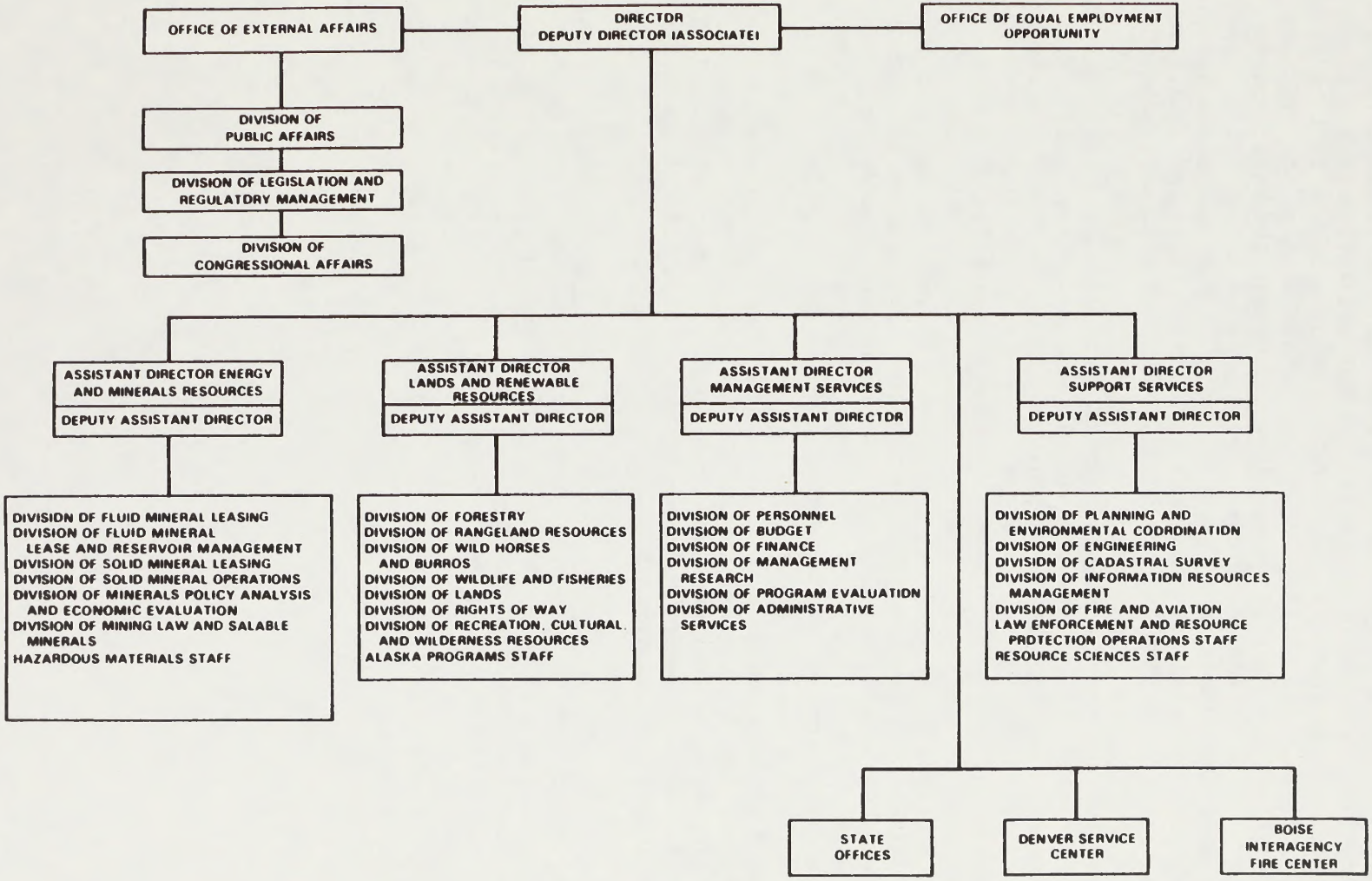
BUREAU OF LAND MANAGEMENT



Headquarters and Field Organization

Organization - The programs and functions of the Bureau of Land Management (BLM) are carried out through the following major organizational components:

a) The Headquarters Office, consisting of the Bureau Director, Deputy Director, Assistant Directors, Deputy Assistant Directors, and the staff offices and divisions reporting to them (see organization chart). These offices provide national policy formulation and program direction for each of the programs implemented under the BLM's multiple-use mandate to manage the Public Lands; maintain contacts with Departmental offices, the Office of Management and Budget, Office of Personnel Management, the Congress, other Federal and State agencies, national organizations, the media and members of the Public; and provide centralized administrative direction and procedures for Bureauwide activities.

b) State Offices (12), each headed by a State Director, have overall responsibility for providing policy, procedural, and operational guidance for all BLM resource and minerals management programs within the States under their jurisdictions, for providing delegated technical and administrative services within their jurisdictions and for supervising subordinate District Offices.

c) District Offices (58), each headed by a District Manager who reports to the State Director, have responsibility for directing program implementation, support operations, land use planning, administrative support, and supervising the Area Managers who are responsible for on-the-ground program implementation within their respective Resource Areas.

d) Resource Areas (144), each headed by an Area Manager who has responsibility for implementing BLM's total on-the-ground, multiple-use management programs for the Public Lands in that Resource Area, including user contacts at the local level. All major planning and operational actions affecting the Public Lands are handled by this organizational level.

e) Bureauwide support offices: (1) the Denver Service Center, headed by the Service Center Director, provides Bureauwide technical, scientific, data management and administrative services; and (2) the Boise Interagency Fire Center (BIFC), headed by the BLM Fire Center Director, provides training, logistical support and aviation management services for the Bureau's fire program.

GENERAL

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General Statement

The Bureau of Land Management (BLM) was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934), in accordance with the provisions of Sections 402 and 403 of the President's Reorganization Plan No. 3 of 1946 (60 Stat. 1097). The functions of the Bureau and its directorate are also addressed in Section 301 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1731).

BLM is responsible for carrying out a full range of programs for the conservation, development and management of both surface and mineral resources on approximately 270 million acres of Public Lands located in 28 States including Alaska. This land estate constitutes about 13 percent of the total land surface of the United States. Also, BLM administers mineral leasing and supervises mineral operations on an additional 300 million acres of Federal mineral estate underlying other federally-administered, State or private ownerships throughout the United States, and supervises most mineral operations on Indian lands.

The Bureau's primary objective is to manage the Public Lands and their resources under the concept of multiple-use by attaining the best combination of uses that an area is capable of sustaining to provide maximum public benefit. Renewable resources are managed to recognize the Nation's needs for domestic sources of food, fiber, timber and wildlife on a sustained yield basis and to make significant contributions to national, regional and local economies which depend upon Public Land resources. Mineral resources are managed to provide a secure domestic source of energy and strategically important nonenergy minerals, to encourage orderly and timely development, and to obtain fair market value return to the Federal Government. The Public Lands also provide many opportunities for human use and enjoyment through recreational, ecological, scientific, and other nonconsumptive activities. BLM manages the Public Lands with these interests in mind as well as with concern for environmental protection, service to the public, and opportunity for public involvement in the development of BLM plans, managerial considerations, and regulations.

The 1989 Budget reflects our continuing commitment to effective stewardship of the Public Lands and their mineral, renewable, and other natural resources; including protecting these lands and resources, making them available for orderly development and use to provide economic benefits to the Nation, and ensuring their availability for the enjoyment and benefit of all Americans. The 1989 Budget proposes funding at levels appropriate to meet these management objectives and commitments.

The Secretary's "Take Pride in America" program has been enormously successful and will continue as an integral part of our management philosophy to encourage individual citizens, groups and private organizations to make a commitment to care about the Public Lands and resources. The budget includes a continuing emphasis on volunteerism and private investments on the Public Lands, as well as working with State and local governments and private users to share in funding and administration of many different activities where there is predominantly local interest.

Comparison of 1989 Estimates with 1988 Enacted to Date:

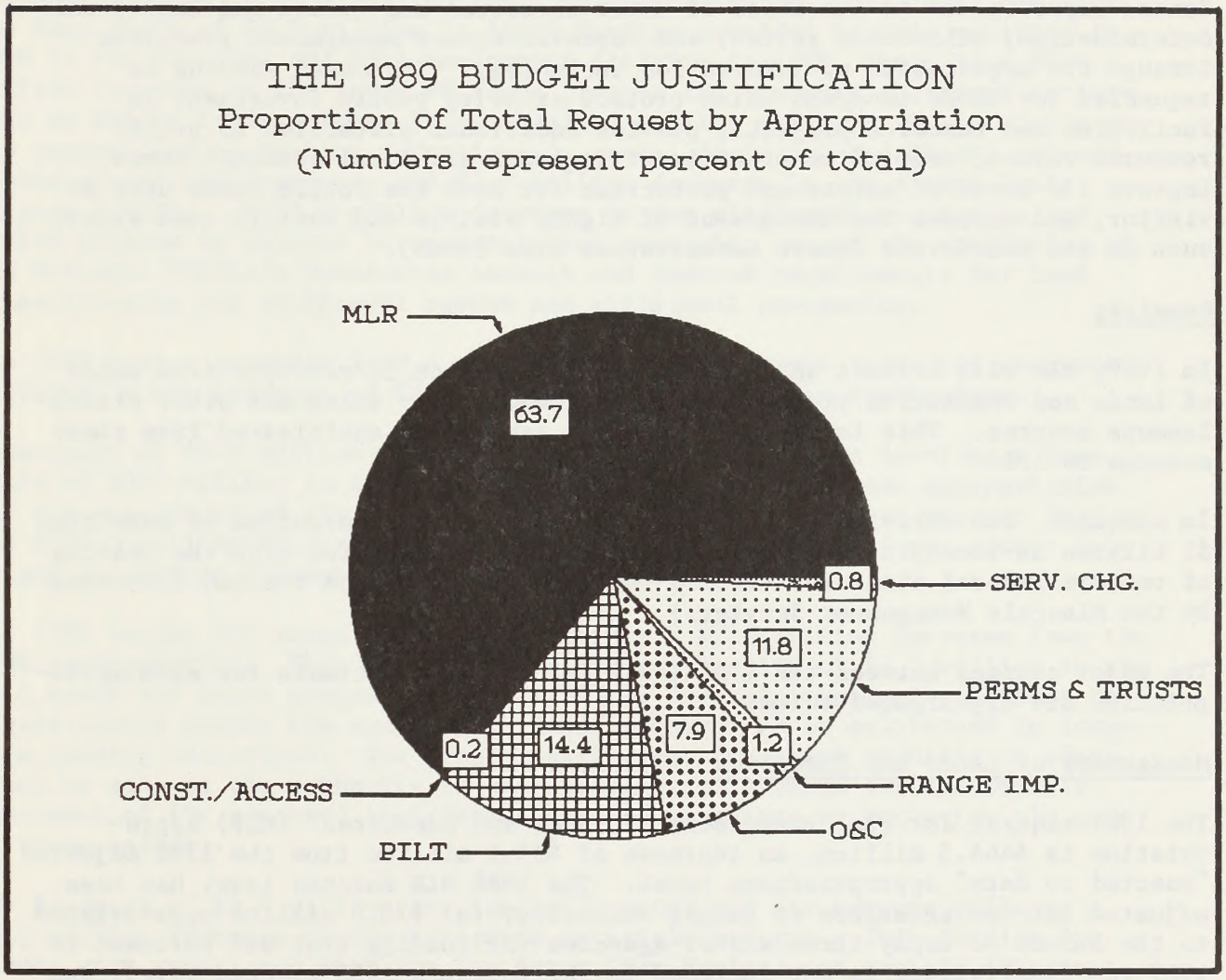
(Dollar amounts in thousands)

Appropriation		1988 Enacted to Date	1989 Estimate	Inc. (+) or Dec. (-)
Management of Lands and Resources	$	425,325	464,487	+39,162
	(FTE-T)	(8,204)	(8,071)	(-133)
Construction and Access	$	3,430	1,338	-2,092
	(FTE-T)	(30)	(26)	(-4)
Payments In-Lieu of Taxes	$	105,000	105,000	---
	(FTE-T)	(1)	(1)	(---)
Land Acquisition	$	8,885	100	-8,785
	(FTE-T)	(18)	(2)	(-16)
Oregon and California Grant Lands	$	58,475	57,434	-1,041
	(FTE-T)	(1,058)	(1,072)	(14)
Range Improvements	$	8,506	8,506	---
	(FTE-T)	(120)	(120)	(---)
Services Charges, Deposits, and Forfeitures (Indefinite)	$	6,600	6,000	-600
	(FTE-T)	(91)	(81)	(-10)
Miscellaneous Trust Funds (Current, Indefinite)	$	100	100	---
	(FTE-T)	(---)	(---)	(---)
Total, Current Appropriations Requested	$	616,321	642,965	+26,644
	(FTE-T)	(9,522)	(9,373)	(-149)
Permanents and Trust Funds				
Special Acquisition of Lands and Minerals (Borrowing Authority)	$	1,300	1,300	---
	(FTE-T)	(---)	(---)	(---)
Operations and Maintenance of Quarters	$	250	250	---
	(FTE-T)	(2)	(2)	(---)
Miscellaneous Permanent Appropriations	$	156,433	84,210	-72,223
	(FTE-T)	(84)	(91)	(7)
Miscellaneous Trust Funds (Permanent)	$	600	600	---
	(FTE-T)	(29)	(20)	(-9)
Total, Permanents & Trusts	$	158,583	86,360	-72,223
	(FTE-T)	(115)	(113)	(-2)
Reimbursements and Other Accounts	(FTE-T)	(119)	(128)	(9)
Budget Authority, Total BLM	$	774,904	729,325	-45,579
	(FTE-T)	(9,756)	(9,614)	(-142)

Highlights of 1989 Request

The 1989 total Budget Authority request for the Bureau of Land Management (BLM) is $729.3 million, a decrease of $45.6 million from the 1988 enacted to date level. The total amount includes $86.4 million in Miscellaneous Permanent Appropriations and Trust Funds.

For the Bureau's major operating accounts and Payments In-Lieu of Taxes (PILT) for which current apppropriations are requested, the 1989 Estimate is $643 million, an increase of $26.6 million from the 1988 enacted to date level.



The Bureau's 1989 Budget reflects a continuing strong commitment to multiple use resource and land management. While the request contains no major new initiatives, it does introduce several modifications which reflect business-like management of the Public Lands and resources. It addresses the increasing concerns associated with hazardous materials and their disposal on Public Lands. Also, it proposes to achieve better land management and essential record keeping processes through use of improved automation capabilities by ADP modernization and continued development of the Automated Land and Mineral Record System (ALMRS).

This budget also continues the resource management initiatives established by the Secretary. These include increased partnership and cooperative endeavors with States, private organizations and individuals to improve management of the Public Lands and resources; continuation toward National energy independence; improvements in the areas of water resources and Indian and Native self-determination; wilderness review; and improved agency management practices through the application of information technology. Increased funding is requested for those programs which protect existing public investment in facilities and resource projects, provide additional protection to public resource values, respond to significant regional and local economic needs, improve the level of safety and protection for both the Public Lands user or visitor, and support the management of highly visible and heavily used areas, such as the California Desert Conservation Area (CDCA).

Receipts

In 1989, BLM will collect an estimated $209.7 million in receipts from sales of lands and vegetative products, grazing fees, timber sales and other miscellaneous sources. This is approximately the same level anticipated from these sources in 1988.

In addition, BLM activities contribute directly to the generation of more than $1 billion in receipts (bonuses, rents, royalties) connected with the leasing of onshore Federal minerals. (These receipts are accounted for and disbursed by the Minerals Management Service.)

The major changes between the 1988 level and the 1989 Estimate for each appropriation are highlighted below:

Management of Lands and Resources

The 1989 request for the "Management of Lands and Resources" (MLR) appropriation is $464.5 million, an increase of $39.2 million from the 1988 adjusted "enacted to date" appropriations level. The 1988 MLR Enacted level has been adjusted for two transfers of Budget Authority: (a) $75.0 million appropriated to the Bureau to repay three sister agencies for funding that was borrowed in 1987 for firefighting is not included in the Bureau's 1988 enacted level, and (b) $1.3 million appropriated to the Department of the Army for reimbursement of supplies and materials destroyed by fire at Fort Wainwright, Alaska is included in the Bureau's 1988 enacted level.

Within the 1989 request, $75.5 million is requested for energy and minerals management, a $5.1 million decrease from the 1988 appropriations. A decrease of $1.6 million in the oil and gas program is based on the reduced need for KGS determinations and reduced industry demand for leasing actions. The $0.8 million decrease in the geothermal program is made possible by the reduced demand for leasing. The decrease of $3.6 million in the coal budget results from a reduction in certain leasing-related portions of the program that reflect continued soft coal market conditions. Due to the lack of demand for new coal leasing, this portion of the program will be reduced to minimum levels while operatonal aspects are maintained. These decreases are partially offset by a $1.0 million increase in mining law administration to increase surface management activities for enforcement and compliance actions, and to review additional plans of operations for mining activities.

A funding level of $35.8 million is requested for lands and realty management, a decrease of $11.6 million from the 1988 appropriation. This level reflects the base shift of $6.8 million in ALMRS funding provided in this activity in 1988 to the planning and data management activity in 1989. There is a $0.6 million increase in the lower 48 lands program for trespass abatement activities on Public Lands. There is also a $1.1 million decrease in the rights-of-way program due to backlog reductions in rental decisions and energy related rights-of-way applications, and $1.7 million decrease in the Alaska lands program funding. A $2.4 million decrease in the withdrawal processing and review program is related to uncertainties revolving around the resolution of the National Wildlife Federation lawsuit and reduced requirements for land classification and withdrawal review and withdrawal processing.

The 1989 budget provides $122.6 million for the renewable resources management activity, a net decrease of $5.2 million from the 1988 appropriations.

A decrease of $0.6 million in the forest management program involves a base shift of $0.9 million to the Oregon and California Grant Lands appropriation for the management of the intermingled Public Domain forest in western Oregon, and a $0.3 million increase that will be used to offer additional timber sale volume and reduce the backlog of reforestation work.

The 1989 budget for range management includes a $7.2 million decrease from the 1988 appropriation. This decrease involves a reduction of $7.2 million in the wild horse and burro program and reflects the Bureau's aggressive actions to significantly reduce the number of animals required to be maintained in long-term holding facilities. The program will place increased emphasis on adoptions as well as the authority to sell those animals which are unadoptable. Enactment of the proposed legislation will be necessary to authorize the sale of these animals.

The increase of $5.9 million for the soil, water and air program reflects a $6.3 million increase in the hazardous materials program. This funding includes work associated with the Lee Acres (New Mexico) and Orville (Washington) landfill sites as well as increased hazardous waste site investigations and assessment work. Included is $0.3 million that would fund hazardous materials management activities in the California Desert Conservation Area.

The budget identifies a $0.4 million decrease in the soil, water, and air programs (other than hazardous materials) resulting from concentrating work in areas with critical resource conflicts and maintaining improvements only on areas where risks to human safety or high value property exist.

An overall increase of $0.4 million in the recreation management program includes increase of $0.4 million in wilderness management to be used to intensify the interim management surveillance of wilderness study areas in the California Desert Conservation Area and a $0.4 million increase in recreation resources management to provide increased visitor services and use supervision and additional activity planning and protection projects in the California Desert Conservation Area. A decrease of $0.4 million in the cultural resources management program is posssible due to deferring completion of cultural resource overviews, activity plans and protection projects in low priority areas.

A decrease of $3.6 million in the wildlife program will result in reduced inventories and habitat management plan development, implementation, and maintenance for lower priority areas.

An increase of $18.1 million is requested in the planning and data management activity, made up of a $16.7 million increase to continue implementation of the Automated Land and Mineral Record System (ALMRS) (including $6.8 million base shift from the lands and realty program), and a $2.0 million increase for initial implementation of the Bureau's ADP modernization project. In 1989, the Bureau is requesting a $23 million funding level for ALMRS to continue orderly project development of a program to automate BLM's land and mineral records.

The decrease of $4.1 million in the cadastral survey program is associated with the Alaska cadastral program and results from the increased emphasis on the execution of Special Surveys under the Patent Plan Process and a decrease in the completion of additional original surveys on the rectangular survey grid.

An increase of $48.1 million in the firefighting and rehabilitation activitiy reflects a different budgeting approach between the previous fiscal years and 1989. The 1989 level of $52.1 million, is a request for upfront funding to repay emergency transfers to cover the costs of the presuppression, suppression and rehabilitation programs in 1988. The Bureau will retain the need for the Section 102 authority to borrow funds to cover the additional fire suppression costs. This proposed funding method will significantly reduce the level of borrowing and additional appropriations needed to cover firefighting costs.

The BLM maintenance and engineering services program request is $15.8 million, an increase of $1.4 million from the 1988 appropriation. The increase will provide for additional corrective and scheduled maintenance of BLM-administered facilities targeted for long-term retention, and for increased safety for public users, visitors and Bureau employees.

The 1989 Estimate provides a decrease of $0.9 million in the general administration activity as a result of decreased word processing costs and efficiencies from automation of the Bureau's procurement and property management systems.

Construction and Access

The proposal includes a $2.1 million decrease in the construction program and a $63 thousand increase in the access program. This increase would be used to acquire easements to Public Land for multiple use management activities.

Payments in Lieu of Taxes

The 1989 request for Payments In-Lieu of Taxes (PILT) is $105 million, the same level as the 1988 appropriations. This level should provide full funding of PILT as authorized under current statutory formulas.

Oregon and California Grant Lands

The 1989 request for the "Oregon and California Grant Lands" appropriation is $57.4 million, a decrease of $1.0 million from the 1988 appropriation. This level however, provides for all planned sales, reforestation, and increased funding for preparation of 5 new resource management plans and decadal timber management planning activities in western Oregon.

Range Improvements

The request for range improvement funds is $8.5 million, the same as the 1988 appropriations.

Service Charges, Deposits, and Forfeitures

Under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976, costs related to processing applications for rights-of-way, other land use authorizations, providing of official documents from the public land records, adoption of wild horses and burros, and repairs to damaged property can be recovered through service charges, deposits of funds, and forfeitures of performance bonds. In 1989, collections associated with these actions, which will become available for use by the Bureau, are estimated at $6.0 million.

Miscellaneous Permanent Appropriations

A number of statutes provide that a specified percentage of the revenues generated by the sale of public lands, mineral resources and surface resource products is to be shared with the States or counties within which the revenue was generated. These amounts are permanently appropriated under the terms of these laws. In 1989, it is estimated that $77.7 million will be paid to States and counties under these appropriations, approximately the same level as in 1988.

Authorizations

Legislative authorizations for appropriations previously enacted in response to section 318 of the Federal Land Policy and Management Act of 1976 (P.L. 94-579) have expired.

Budget Structure Changes

A revised Budget structure is proposed and is displayed in a later chapter of this document.

RECEIPTS

RECEIPTS BY SOURCE

The following table shows total actual receipts collected by the Bureau of Land Management in 1984, 1985, 1986 and 1987 and estimated receipts for 1988 and 1989 by source.

(Dollars in thousands)

	Actual 1984	Actual 1985	Actual 1986	Actual 1987	Estimated 1988	Estimated 1989
Sales, Public Land and Materials	$ 9,175	$ 12,397	$ 13,943	$ 8,289	$ 9,000	$ 9,000
Noncompetitive Filing Fees	-5,039	28,558	26,585	16,619	5,000	0
Registration and Misc. Filing Fees	2,215	2,049	1,542	1,676	1,700	1,700
Mineral Leasing 1/	1,826 2/	1,637 2/	1,054 2/	1,579 2/	1,500 2/	1,500 2/
Grazing Fees	16,116	14,756	14,785	14,449	14,841	14,841
Timber Sales	154,278	137,557	165,739	152,782	162,900	162,500
Recreation/Use Fees	671	759	963	1,028	1,000	1,000
Miscellaneous Receipts, Services Charges & Fees	15,319	18,858	20,433	26,662	19,116	19,116
TOTAL	$194,561	$216,571	$245,044	$223,084	$215,057	$209,657

1/ Includes mineral leasing receipts collected by BLM and transferred to other agencies.
2/ Most collection functions transferred to Minerals Management Service in FY 1984. The Bureau continues to collect rental fees for oil and gas pipeline rights-of-way associated with lands leased under the Mineral Leasing Act.

Receipts by Source -- Descriptions

1. Sale of Public Lands and Materials - This category includes receipts from the sale of public lands and materials with the following exceptions:

a. Receipts from sale of timber from the public domain;

b. Receipts from sale of lands and materials from Oregon and California (O&C) and Coos Bay Wagon Road (CBWR) lands;

c. Receipts from sale of lands and materials from Land Utilization (LU) project lands;

d. Receipts from sale of lands and materials from Reclamation lands (reserved or withdrawn); and

e. Receipts from sale of townsites and reclamation projects.

2. Noncompetitive Filing Fees - An estimated $5 million per year in simultaneous oil and gas (SOG) filing fees will be collected in 1988. The anticipated decline in receipts for 1988 and 1989 reflects the elimination of the SOG leasing system in the Omnibus Budget Reconciliation Act of 1987, P.L. 100-203.

3. Registration and Filing Fees - This category includes fees received for filing or recording documents. Also included are charges for registration of individuals, firms or products. Based on historical data, an estimated $1.7 million in registration fees will be collected in 1989.

4. Mineral Leasing - This category involves receipts (including bonuses, royalties, and rents) collected from leasing of oil and gas, coal, oil shale, geothermal, and other minerals on public lands and acquired lands administered under the Mineral Leasing Act (MLA) and the Acquired Lands Leasing Act. The Minerals Management Service assumed responsibility for collection and distribution of most mineral leasing royalty and rental receipts in 1984. BLM continues to collect first-year rentals and initial bonuses from mineral leasing but deposits these receipts directly into MMS accounts. The Bureau also collects rental fees for oil and gas pipeline rights-of-ways associated with lands leased under the MLA.

5. Grazing Fees - From 1978 through 1985 grazing fees were based on a formula established in the Public Rangelands Improvement Act (PRIA) of 1978. The statutory authority for this formula expired on December 31, 1985. A joint BLM/Forest Service study of grazing fees required by PRIA was completed and forwarded to Congress. On February 14, 1986, the President issued Executive Order 12548 providing the current authority for determining the grazing fee. This order directs the use of the PRIA formula which includes forage value index, private lands lease rates, beef cattle prices and the price paid to ranchers for finished beef cattle, but provides further that the fee shall not be less than $1.35 per animal unit month. Based on the Executive Order, the fee for 1986 was $1.35 per AUM; and the levels for 1987, 1988 and 1989 are also based on a fee of $1.35 per AUM. Subsequent to the development of the 1989 Budget materials, it was announced that the grazing fee for the grazing year beginning on March 1, 1988 would $1.54 per AUM. This higher level has not been incorporated into the preceeding receipt estimate for 1988 and 1989.

Grazing fees are collected into the following accounts:

a. Receipts from Land Utilization (LU) Lands, BLM. Includes receipts for grazing livestock on LU project lands which were acquired under the authority of the Bankhead-Jones Act of 1937 and transferred to the Department of the Interior by Executive Order (EO) 10787 and EO 10890 for administration by BLM under Section 15 of the Taylor Grazing Act (TGA). The receipt estimate for this account does not include receipts for mineral leasing on LU lands which are estimated to be about $1.4 million per year and are included with other minerals receipts reported by MMS. However, these receipts are transferred to BIM for distribution according to the same formula used for grazing fees. Grazing fees from this source have historically constituted approximately 5 percent of total grazing receipts.

b. Receipts from Grazing, etc., Public Lands Outside of Grazing Districts, BLM. Includes receipts collected from users of grazing lands outside BLM grazing districts:

- o Receipts from public lands leased for grazing under the authority of Section 15 of the Taylor Grazing Act of 1934 and LU lands transferred to the Department of the Interior by Executive Orders 10046, 10234, and 10322 to be administered according to section 15 of TGA;
- o Receipts collected by other agencies under cooperative agreements; and
- o Crossing fees and trespass collections for Section 15 lands. Excludes grazing receipts from O&C and Coos Bay Wagon Road (CBWR) lands and LU lands transferred by Executive Orders 10787 and 10890 and receipts covered by other laws.

Fees from this source have historically constituted about 13 percent of total grazing receipts.

c. Receipts from Grazing, etc., Public Lands Within Grazing Districts, BLM. Includes grazing receipts from public lands within organized grazing districts established under the authority of Section 3 of the Taylor Grazing Act of 1934 and from grazing on LU lands transferred under EO 10787 and EO 10890, and crossing fees and trespass collections from Section 3 lands. Fees from this source have historically constituted about 82 percent of total grazing receipts.

Fifty percent of all receipts collected from Taylor Grazing Act lands, and LU lands under BLM jurisdiction are allocated to the Range Improvements Fund. As provided in the Taylor Grazing Act and PRIA, when appropriated by Congress, these funds are available until expended for the construction, purchase and development of range improvements. Appropriations are made from the receipts collected in the previous fiscal year.

6. Timber Sales - Included are receipts from the sale of timber and other natural land products from the Oregon and California (O&C) Grant Lands and from the Coos Bay Wagon Road lands in Oregon, from reserved or withdrawn lands under the jurisdiction of the Bureau of Reclamation, from sale of town sites within reclamation projects, and from public domain timber sales. Estimates are based on historical data, anticipated changes in factors affecting timber demand, such as housing construction, and legislative and administrative factors.

Timber Receipts FY 1984-89

(Dollars in thousands)

	Actual				Estimate	
	1984	1985	1986	1987	1988	1989
Oregon and California Grant Lands	$134,082	$122,248	$147,242	$136,844	$142,800	$142,800
Coos Bay Wagon Road	6,657	5,535	5,687	4,906	5,400	5,400
Public Domain (incl. western Oregon)	13,548	9,774	12,810	11,032	14,700	14,300
Total	$154,287	$137,557	$165,739	$152,782	$162,900	$162,500

The relatively stable level of receipt estimates for 1988 and 1989 assumes that harvest levels will remain similar to those experienced in 1987 and that there will be no major change in the bid price for timber sold during this period.

7. Recreation Use Fees - Recreation use fees are collected primarily from competitive events, commercial recreation users, such as off-road vehicle (ORV) events and white water river rafting outfitters and camping at developed facilities. The increase in receipts experienced from 1984 to 1986 resulted from higher fees charged to permittees, resulting from the phase-in of regulations in 43 CFR, Part 8370, and from increased recreation use.

8. Miscellaneous Receipts - There are five major categories of miscellaneous receipts not otherwise classified:

a. Rent of land (for campsite, grazing, commercial, industrial and residential purposes);

b. Revenues from special program services such as road maintenance and use fees, rights-of-way application processing fees, wild horse and burro fees collected from adopters; fees charged to timber sale purchasers when BLM performs work required by the contract, and copy fees (included for the first time in this category in 1988);

c. Fines, penalties and bond forfeitures;

d. Annual rentals from rights-of-way permits; and

e. Contributions.

Payments of Bureau of Land Management Receipts to States, Fiscal Year 1987

State	Mineral 1/ Leases and Permits	Forage Receipts Taylor Grazing Districts		Sale of Public Land and Materials	Other 2/	Total
		Outside	Inside			
Alabama.....	---	---	---	405	---	405
Alaska.....	1,196,121	115,879	94,407	17,064	---	1,423,471
Arizona.....	19,242	---	---	9,431	---	28,723
California.....	12,615	109,320	19,328	123,074	---	264,337
Colorado.....	39,431	32,578	78,709	20,364	---	171,082
Florida.....	---	---	---	45	---	45
Idaho.....	7,693	23,025	173,817	39,462	---	243,997
Kansas.....	---	10	---	---	---	10
Minnesota.....	---	---	---	271	---	271
Montana.....	3,767	97,857	106,351	8,446	488,220	704,641
Nebraska.....	---	1,478	---	1,590	---	3,068
Nevada.....	---	27,679	291,864	213,574 2/	---	533,117
New Mexico.....	325,242	166,705	253,184	74,091	13,284	832,506
North Dakota.....	131	6,340	---	735	---	7,206
Oklahoma.....	50	215	---	469	5,917	6,651
Oregon.....	310	31,879	158,835	452,870	72,403,609 3/	73,047,503
South Dakota.....	89	45,860	---	776	5,907	52,632
Utah.....	47,458	---	165,115	16,407	2,806	231,786
Washington.....	---	18,634	---	10,096	---	28,730
Wisconsin.....	---	---	---	16	---	16
Wyoming.....	139,476	311,710	170,337	30,669	---	652,192
TOTAL	1,791,625	989,169	1,511,947	1,019,905	72,919,743	78,232,389

1/ The Bureau continues to make payments on receipts from the National Petroleum Reserve - Alaska and other minor categories of mineral receipts even though Minerals Management Service has primary responsibility for mineral receipts collections.

2/ Includes $211,753 for Santini-Burton Land Sales.

3/ Includes $71.8 million for O&C Grant Lands and $562,155 for Coos Bay Wagon Road timber receipts.

Appropriation: Management of Lands and Resources

The Management of Lands and Resources (MLR) appropriation, the largest of BLM's operating appropriations, funds a variety of functions necessary to develop, manage, and protect the Public Lands and resources (both surface and mineral) under the Bureau's jurisdiction. These activities include energy and minerals management, lands and realty management, renewable resources management, planning and data management, cadastral survey, firefighting and rehabilitation, technical services, and general administration. The 1989 Estimate is $464,487,000, an increase of $45,419,000 over the 1989 base and an increased of $39,162,000 over the 1988 adjusted appropriation to date.

1. Energy and Minerals Management includes the resource evaluation, leasing and supervision of Federal and Indian coal, oil and gas, geothermal resources, oil shale, tar sands and nonenergy minerals; the assessment of environmental impacts of proposed minerals development and the implementation of measures to mitigate any adverse environmental effects; the administration of laws relating to mining on the Public Lands; and the sale of mineral materials. This program also includes economic evaluation, post-lease supervision and inspection and enforcement.

   A. Fluid Energy Minerals program includes oil and gas leasing and geothermal leasing activities. The program provides for processing additional lease adjustments and diligent development reviews of Indian mineral leases, and for implementation of section 205 of FOGRMA providing for delegation of inspection authority to States and Indian Tribes. The Bureau is responsible for management of 90,000 Federal oil and gas leases (17,000 producing) on 73 million acres and 12,000 Indian leases (4,500 producing).

   B. Solid Energy Minerals program provides for leasing and management of about 33 percent of all coal in the United States. There is a continued shift toward operations and away from leasing. The Bureau is committed to an expanded role in inspection, enforcement and production verification.

   C. Nonenergy Minerals program provides for leasing of certain minerals such as phosphate, potash, and uranium; the sale of common variety minerals such as sand and gravel; and the administration of programs relating to mining on the Public Lands.

2. Lands and Realty Management

   A. Realty Operations includes three components: rights-of-way; Lower 48 lands; and Alaska lands. The rights-of-way program involves the processing and granting of rights-of-way and temporary use permits associated with energy and non-energy uses of Federal lands. Due to regulation changes, certain case processing and monitoring costs are collected. The Lower 48 Lands program provides the basic service of authorizing land uses, adjusting land tenure and completing land disposal actions authorized by statute and analyzed in the land use planning process. It also provides a fundamental public service of operating, maintaining, and improving the Public Land Records System.

The Alaska Land program's basic emphasis is the completion of title transfer to the State of Alaska and Native Corporations. Other realty actions in Alaska such as exchanges, use authorizations and easement management are included in the program.

B. Withdrawal Processing and Review is composed of the review, revocation and processing of withdrawal and classification actions on Federal lands and the review and analysis of the Federal lands with significant water and power potential.

3. Renewable Resources Management includes forest management; range management; soil, water and air management; wildlife habitat management; recreation management; and fire management. These activities provide for the development, utilization, protection, and sustained yield management of the natural resources on the Public Lands.

A. Forest Management provides for the management, development, and protection of approximately 1.9 million acres of public domain commercial forest land outside of western Oregon and about 20.5 million acres of woodlands. In 1989 the major focus will be to continue the effort begun in 1988 to improve the cost-effectiveness of the program. The output objectives in 1989 include the sale of 70 MMBF of timber and 48,000 minor forest product permits, and the reforestation of approximately 3,000 acres.

B. Range Management provides for the management of livestock grazing for 4.3 million cattle, sheep, and horses on about 170 million acres of public rangeland and for management of 42,100 wild horses and burros on 200 herd areas on the Public Lands.

(1) Wild Horse and Burro Management ensures viable populations of healthy free-roaming wild horses and burros by maintaining a population in balance with available Public Land resources. The 1989 program will emphasize an accelerated rate of removal which will result in an end-of-year population of 33,900 animals. The bureau will continue to emphasize the Adopt-A-Horse program, but additionally BLM will pursue authority via legislation to sell the unadoptable animals. This will result in a more cost effective program by reducing the number of animals held in long-term maintenance facilities.

(2) Grazing Management provides for the orderly administration of livestock grazing of Public Lands under the principle of multiple use and sustained yield, consistent with appropriate livestock grazing management practices. The 1989 program will increase the emphasis on monitoring studies and planning for project development as the requirements for these workloads increase with the completion of all the NRDC required EIS's.

C. Soil, Water, and Air Management includes activities such as soil surveys; improving water quality through land treatment or development of facilities; maintaining watershed management structures and facilities; documenting and applying for water rights for Public Land uses; and gathering soil, water and air quality data necessary to make resource management decisions. Hazardous waste management will continue to focus on development of program policies and procedures, identification, evaluation and

cleanup of the most pressing problem sites, along with specific emphasis on the Lee Acres, New Mexico and Croville, Washington landfill sites that present an immediate potential threat to the public and the environment.

D. Wildlife Habitat Management includes activities for the protection, management, and improvement of fish and wildlife habitats for all species dependent totally or partially on Public Lands for food and shelter; cooperative management with other Federal and State wildlife agencies responsible for species management; and for the protection and management of habitat for threatened and endangered species of fish, wildlife, and plants. The 1989 program will put its emphasis on threatened and endangered species management, fisheries management and the California Desert Conservation Area.

E. Recreation Management includes the activities that allow the use of Public Lands for a wide variety of outdoor recreation purposes; the protection, interpretation, and management of historic, archaeological, and paleontological sites; and wilderness management.

(1) Cultural Resources Management focuses on protection, and management of cultural and paleontological resources on Public Lands. Emphasis in 1989 will be on increased protection of valuable and critically threatened cultural and paleontological resources, through public awareness, surveillances, investigations, and physical protection measures at high priority sites.

(2) Wilderness Management includes management of wilderness study areas and designated wilderness. Emphasis in 1989 will be on monitoring to detect unauthorized uses, especially in the California Desert Conservation Area.

(3) Recreation Resources Management focuses on special management areas where recreation use is heavily concentrated, as well as management of extensive recreation use of the Public Lands. Emphasis in 1989 will be on increased visitor services, resource protection and use supervision in intensively used areas, especially the California Desert Conservation Area, San Pedro Conservation Area and King Range Conservation Area.

F. Fire Management includes activities for developing fire techniques such as prescribed burning as a tool for resource management and for developing methods such as the Initial Attack Management System to improve fire suppression response to minimize loss of resources from wildfires and reduce costs.

4. Planning and Data Management includes land use planning and automated data management.

A. Planning provides for the development of resource management plans to provide a basis for decisions on energy and mineral production, rangeland management, lands and realty actions, timber production, and wilderness studies, as well as to resolve conflicts involving wildlife habitat, recreation, cultural resources, and other natural resources.

B. Data Management supports Bureau programs through the development and operation of automated systems for acquiring, storing, using, and disseminating data required for all aspects of the Bureau's programs, including both administration and natural resource management.

C. ALMRS provides for the development, data conversion, automation and eventual implementation of the Bureau's Automated Land and Mineral Record System (ALMRS).

5. Cadastral Survey provides for the identification of land boundaries and legal property descriptions to facilitate both BLM's land management programs and the needs of other Federal land-managing agencies.

A. Alaska surveys are performed on lands selected by the State for transfer under the Alaska Statehood Act, for Native townsites, Native allotments, entitlements under the Alaska Native Claims Settlement Act, and other special purposes.

B. Other States surveys identify land boundaries that are prerequisite to resource management activities and decisions. Primarily, this involves resurveys to reestablish boundaries and obliterated boundary markers. Emphasis will be placed on highest priority surveys needed in support of energy and minerals development programs, forestry operations, and realty program efforts.

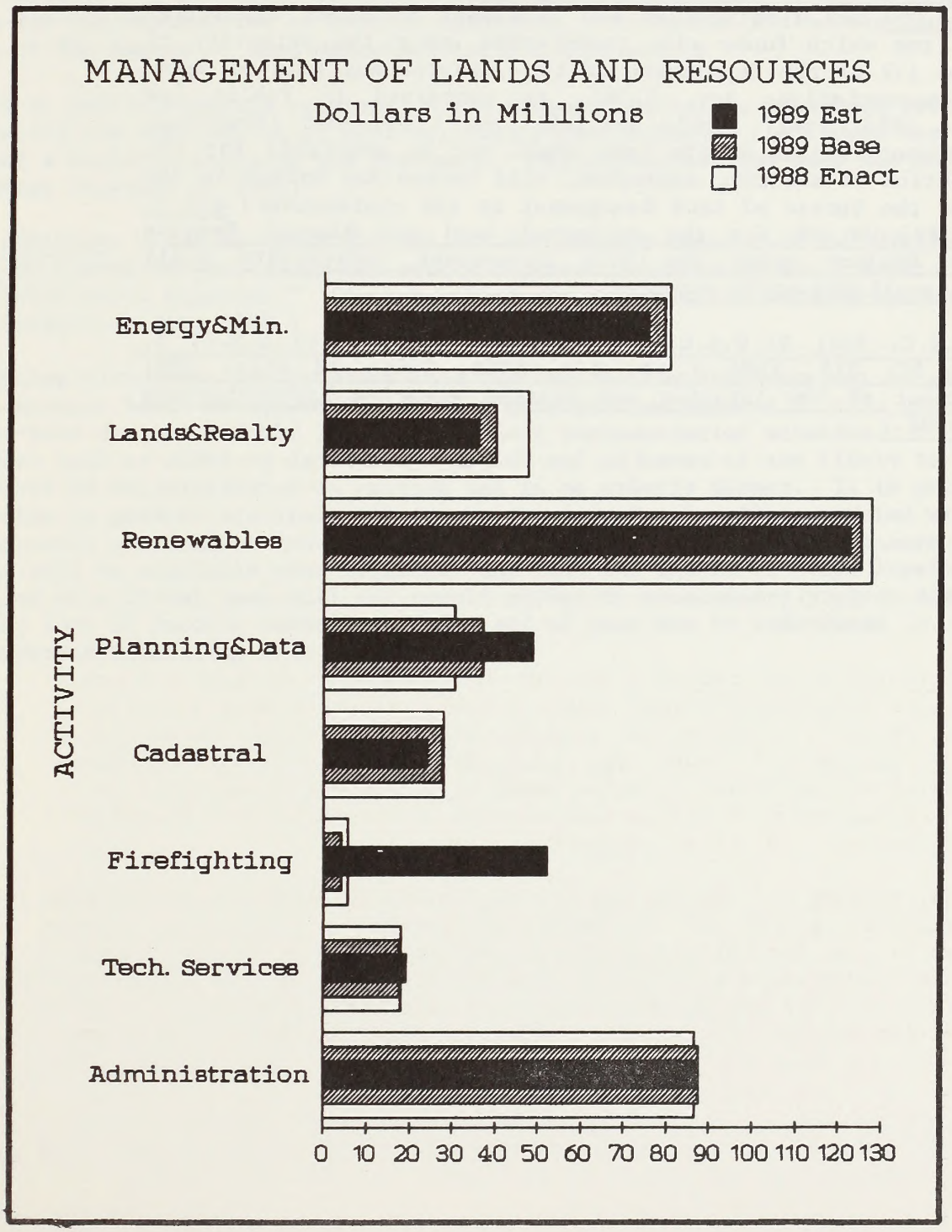
6. Firefighting and Rehabilitation includes protecting Public Lands and resources and other values through the management and suppression of wildfires. Since firefighting expenditures vary depending upon the occurrence and severity of fires, it is extremely difficult to arrive at a figure necessary to totally fund this program. Funding to cover total firefighting expenditures will still be obtained through transfers under Section 102 authority and supplemental appropriations, but to a much lesser degree than prior years.

7. Technical Services includes resource protection and maintenance and engineering services.

A. Resource Protection provides for the enforcement of laws and regulations governing the protection of Public Lands through Bureau law enforcement personnel and cooperative agreements with State, local, and Federal law enforcement agencies. Emphasis in 1989 will continue on marijuana eradication, enforcement of archeological resource protection laws and expanded enforcement efforts in the California Desert Conservation Area and other designated areas.

B. Maintenance and Engineering Services provides essential maintenance and engineering services to other Bureau programs. Maintenance includes activities for the care, upkeep, and protection of the investment in BLM buildings, roads, trails, and recreation sites. Engineering services include survey and design, contract administration, transportation system management, facility evaluation, and sign-making operations.

8. General Administration includes the Bureau's executive and managerial direction, the equal employment opportunity program, and administrative services such as financial management, personnel management, budget development, procurement, property management, records and directives, program evaluation, congressional liaison, and public information. Bureauwide fixed costs such as office space leasing, postage, communications, unemployment and injured workers compensation, and other Bureauwide service costs are also funded under general administration.



Appropriation Language Sheet

Management of Lands and Resources

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [$498,983,000] $464,487,000, of which not to exceed $1,000,000 to remain available until expended is to be derived from the special fee account established pursuant to Title V, Section 5201, of Public Law 100-203, and of which [$75,000,000] $52,153,000 for firefighting and repayment to other appropriations from which funds were transferred under the authority of section 102 of the Department of the Interior and Related Agencies Appropriations Act, [1987, as contained in Public Law 99-591] 1988, shall remain available until expended [Provided, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau of Land Management or its contractors] and of which $23,000,000 for the Automated Land and Mineral Records System Project under the Data Management subactivity shall remain available until expended.

(16 U.S.C. 594; 30 U.S.C. 181 et seq., 351-359; 43 U.S.C. 2, 31(a), 52, 315, 1181 a, b, d-f, 1701, 1901; 78 Stat. 986; Department of the Interior and Related Agencies Appropriations Act, 1988.)

Justification of Proposed Language Changes

Management of Land and Resources

1. Addition: "of which not to exceed $1,000,000 to remain available until expended is to be derived from the special fee account established pursuant to Section 5201, of Public Law 100-203, and"

The proposed language is added to incorporate the requirements of the amendments to the Land and Water Conservation Fund Act enacted in the Omnibus Budget Reconciliation Act of 1987.

2. Deletion: ["Provided, That appropriation herein made shall not be available for the destruction of healthy unadopted, wild horses and burros in the care of The Bureau of Land Management or its contractors"]

Based on public comments received on the proposed policy to establish procedures for the destruction of healthy, unadoptable animals, the Bureau has issued a decision dropping the proposal. This alleviates the need for the language inserted in 1988.

3. Addition: "and of which $23,000,000 for the Automated Land and Mineral Records System Project under the Data Management subactivity shall remain available until expended." (Department of the Interior and Related Agencies Appropriations Act, 1988.)

Beginning with 1989, BLM proposes that funding for the ALMRS project be placed on a no-year basis to assist in assuring effective management of this complex multi-year project and the long-term project implementation schedule. A project such as ALMRS is inherently complex and adjustments are likely to be required if implementation is carried out in an orderly manner. It is not possible to predict precisely all future events and schedules connected with large-scale procurement contracts. No-year funding for ALMRS will ensure that funds will be available when required, and that the threat of funds lapsing at the end of a fiscal year will not result either in unnecessary project delays or any loss of funding authority at the end of year due to unforeseen procurement scheduling delays.

Appropriation Language Citations

Appropriation: Management of Lands and Resources

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [$498,983,000] $464,487,000, of which not to exceed $1,000,000 to remain available until expended is to be derived from the special fee account established pursuant to Title V, Section 5201, of Public Law 100-203, and of which [$75,000,000] $52,153,000 for firefighting and repayment to other appropriations from which funds were transferred under the authority of section 102 of the Department of the Interior and Related Agen- cies Appropriations Act, and of which $23,000,000 for the Automated Land and Mineral Records System Project under the Data Management subactivity shall remain available until expended.

16 U.S.C. 594
30 U.S.C. 181 et seq.
30 U.S.C. 351-359
43 U.S.C. 2
43 U.S.C. 31(a)
43 U.S.C. 52
43 U.S.C. 315
43 U.S.C. 1181 a,b, d-f
43 U.S.C. 1701 et seq.
78 Stat. 986
P.L. 100-202

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the Public Lands owned by the United States.

30 U.S.C. 181 et seq., the Mineral Leasing Act of 1920, as amended, provides for the leasing of deposits of coal, phosphate, sodium, potassium, oil, oil shale, native asphalt, solid and semi-solid bitumen, and bituminous rock or gas, and lands containing such deposits owned by the United States, including those in national forests, but excluding those acquired under other acts subsequent to February 25, 1920, and those within the national petroleum and oil shale reserves.

30 U.S.C. 351-359, the Mineral Leasing Act for Acquired Lands, provide for the leasing of coal, phosphate, oil, oil shale, gas, sodium, potassium, and sulfur which are owned or acquired by the United States and which are within the lands acquired by the United States, with the consent of the head of the agency having jurisdiction over the lands containing such deposits.

43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the Public Lands of the United States, or in anywise respecting such Public Lands, and, also, such as relate to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

43 U.S.C. 31(a) provides for the classification of the Public Lands and examination of the geological structure, mineral resources, and products of the national domain.

43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked, without delay, all base and meridian lines through such points and perpetuated by such monuments, and such other correction parallels and meridians as may be prescribed; that all private land claims shall be surveyed after they have been confirmed by authority of Congress, so far as may be necessary to complete the survey of the Public Lands; and that he shall transmit general and particular plats of all lands surveyed by him to such officers as he may designate.

43 U.S.C. 315, the Taylor Grazing Act of 1934, as amended, provides that the Secretary of the Interior is authorized to establish grazing districts from any part of the public domain of the United States (exclusive of Alaska) which, in his opinion, are chiefly valuable for grazing and raising forage crops, to regulate and administer grazing use of the Public Lands, and to improve the public rangelands.

43 U.S.C. 1181 a, b, d-f provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq., the Federal Land Policy and Management Act of 1976, provides for Public Lands being retained in Federal ownership; for periodic and systematic inventory of the Public Lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmos- pheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C 1901 et seq., the Public Rangelands Improvement Act of 1978, provides for the improvement of range conditions on public rangelands, research on wild horse and burro population dynamics, and other range management practices.

78 Stat. 986 provides for the classification of certain lands administered exclusively by the Secretary of the Interior in order to provide for their disposal or interim management under principles of multiple use and to produce a sustained yield of products and services. Although this authority has expired, the classifications remain in effect.

P.L. 100-202, the Department of the Interior and Related Agencies Appropriations Act, 1988, provides funding for BLM programs.

SUMMARY OF REQUIREMENTS

(Dollar Amounts in Thousands)

APPROPRIATION: MANAGEMENT OF LANDS AND RESOURCES

	FTE-T	Amount	FTE-T	Amount
Appropriation enacted, 1988				498,983
Transfers:				
Transfers to other accounts for firefighting repayments:				
To: Fish and Wildlife Service, Construction ($10,250)				
Fish and Wildlife Service, Land Acquisition ($10,250)				
National Park Service, Land Acquisition ($20,000)				
National Park Service, Construction ($27,500)				
Office of Surface Mining, Abandoned Mine Reclamation Fund ($7,000)				-75,000
From: Department of Defense, payment for supplies lost in fire				1,342
Appropriation currently available, 1988			8,204	425,325
ADJUSTMENTS TO BASE:				
Adjustment for January 1988 Pay Increase (Full-Year Costs)		5,077		
Adjustment for Executive and Clerical Pay		216		
Adjustment for FERS (Difference Between FY 1988 Enacted and FY 1989 Estimated Costs)		-8,251		
Adjustment for Space Rental (SLUC)		862		
Adjustment for Worker's Compensation		-132		
Adjustment for FTS Telephone		135		
Adjustment for FIRM		1,330		
Adjustment for Department of Defense Fire transfer		-1,342		
Adjustment for Permanent Change of Station Transfer Costs		-3,238		
Adjustments Subtotal			0	-5,343
Transfer of ALMRS BA from Realty Operations	-85	-6,756		
Transfer of ALMRS BA to Data Management	85	6,756		
Transfers to Other Accounts (O&C)		-914		-914
Transfers Subtotal				
Total adjustments to base			0	-6,257
1989 Base Budget			8,204	419,068
Program changes (Changes to base budget, detailed below)			-133	45,419
TOTAL REQUIREMENTS (1989 Estimate)			8,071	464,487

Summary of Requirements

Comparison by activities/ subactivities	1987 Actual		1988 Enacted to Date		1989 Base		1989 Estimate		Inc./Dec. from 1988		Inc./Dec. from 1989 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
MANAGEMENT OF LANDS AND RESOURCES												
Energy & Minerals Mgmt.												
Fluid Energy Minerals	1158	49359	1183	49610	1183	48870	1153	47170	-30	-2440	-30	-1700
Solid Energy Minerals	248	14050	245	13608	245	13459	199	9959	-46	-3649	-46	-3500
Non-Energy Minerals	367	15904	378	17452	378	17192	397	18392	19	940	19	1200
Subtotal	1773	79313	1806	80670	1806	79521	1749	75521	-57	-5149	-57	-4000
Lands and Realty Management												
Realty Operations	913	39583	958	44031	873	36698	849	34798	-109	-9233	-24	-1900
Withdrawal Processing & Review	82	3599	75	3465	75	3448	25	1048	-50	-2417	-50	-2400
Subtotal	995	43182	1033	47496	948	40146	874	35846	-159	-11650	-74	-4300
Renewable Resources Management												
Forest Management	128	7081	127	7381	127	6378	133	6778	6	-603	6	400
Range Management	909	54733	931	48661	931	48087	919	41437	-12	-7224	-12	-6650
Soil, Water, and Air Management	262	17341	281	19959	281	19752	299	25887	18	5928	18	6135
Wildlife Habitat Management	323	16965	325	18481	325	18282	290	14882	-35	-3599	-35	-3400
Recreation Management	472	23099	475	23787	475	23472	488	24172	13	385	13	700
Fire Management	136	9016	145	9510	145	9406	145	9406	0	-104	0	0
Subtotal	2230	128235	2284	127779	2284	125377	2274	122562	-10	-5217	-10	-2815
Planning and Data Management												
Planning	198	9399	209	9615	209	9462	209	9462	0	-153	0	0
Data Management	243	15186	243	21004	328	27568	341	39225	98	18221	13	11657
Subtotal	441	24585	452	30619	537	37030	550	48687	98	18068	13	11657
Cadastral Survey												
Alaska	156	15245	156	15442	156	15345	141	11545	-15	-3897	-15	-3800
Other States	295	11920	295	12501	295	12335	295	12335	0	-166	0	0
Subtotal	451	27165	451	27943	451	27680	436	23880	-15	-4063	-15	-3800
Firefighting and Rehabilitation												
Firefighting & Presuppression	739	79123	785	4834	785	3492	785	49153	0	44319	0	45661
Rehabilitation	40	3994	40	584	40	584	40	3000	0	2416	0	2416
Subtotal	779	83117	825	5418	825	4076	825	52153	0	46735	0	48077
Technical Services												
Resource Protection	39	3362	39	3560	39	3530	39	3530	0	-30	0	0
Maint. & Eng. Services	200	12993	203	14415	203	14276	218	15776	15	1361	15	1500
Subtotal	239	16355	242	17975	242	17806	257	19306	15	1331	15	1500
General Administration	1112	86679	1111	87425	1111	87432	1106	86532	-5	-893	-5	-900
TOTAL REQUIREMENTS	8020	488631	8204	425325	8204	419068	8071	464487	-133	39162	-133	45419

Justification of Base Adjustments

Management of Lands and Resources

	FTE	($000)
Adjustment for January 1988 pay increase (full year costs).....	---	+5,077

Total cost in 1988 of pay increase ...$3,808
Adjustment for full-year 1989 cost of 1988 pay increase .....+1,269
Total adjustment for 1988 pay ....$5,077 increase.

The adjustment is for the 2 percent Federal pay raise effective in January 1988. The total 1988 cost of $3,808,000, which was fully absorbed in 1988, includes $3,595,000 for general schedule pay and $213,000 for wage board pay during 1988. An additional $1,269,000 is required in 1989 to cover the full-year cost of the 1988 pay raise; of this amount, $1,198,000 is for general schedule and $71,000 is for wage board.

Executive and clerical pay raises.....	---	+216

The adjustment is for the executive schedule pay increase effective February 5, 1987 ($68,000) and the April 12, 1987 general schedule pay increase for certain clerical employees in the Washington, D.C area ($148,000) and reflects the FY 1989 full-year costs of these pay raises, for which full-year costs were absorbed in FY 1988.

Federal Employees Retirement System	---	-8,251

The adjustment is for the decrease in estimated retirement costs from the FY 1988 enacted level to the FY 1989 requested level, resulting from a recalculation based on new assumptions from the Office of Management and Budget and Office of Personnel Management.

Other increases and/or decreases:

Rental payments to GSA	---	+862

The adjustment is for the full year impact of commercial equivalent rent rates which were implemented by GSA in 1988. This also affects BLM controlled leases since the original rental schedules were set by GSA prior to the time those leases were delegated to BLM by GSA.

Workers Compensation payments	---	-132

The adjustment is for decreased costs for compensation to injured employees to be paid to the Department of Labor, Federal Employees Compensation Fund, pursuant to 5 U.S.C. 8147(b) and amended by Public Law 94-273.

Federal Telecommunications System	---	+135

The adjustment is for higher costs of the Federal Telecommunications System resulting from increased GSA charges increases.

FIRM accounting system	---	+1,330

The adjustment is for one-time costs of Bureau conversion to the Department's standard accounting system commonly referred to as Firm (Financial Integration Review for Management).

Department of Defense Fire transfer	---	-1,342

The adjustment is for the one-time costs associated with replacement of BLM supplies and materials destroyed in a fire at Ft. Wainwright, Alaska.

Permanent Change of Station Transfers Cost	---	-3,238

This adjustment relates to the reduction of the anticipated number of permanenet change of duty station transfers (PCS) which will occur from the 1988 level of transfers.

Transfers:

Transfers within Management of Lands and Resources for ALMRS

From: Lands and Realty Management, Realty Operations (Lower 48 Lands Program)	-85	-6,756
To: Planning and Data Management, Data Management for the Automated Land and Mineral Records System (ALMRS)	+85	+6,756

This base transfer within the appropriation reflects the consolidation of all ALMRS funding resources in one budget line item consistent with program management responsibilities for this program.

Transfer to "Oregon and California Grant Lands," BIM ..... --- -914

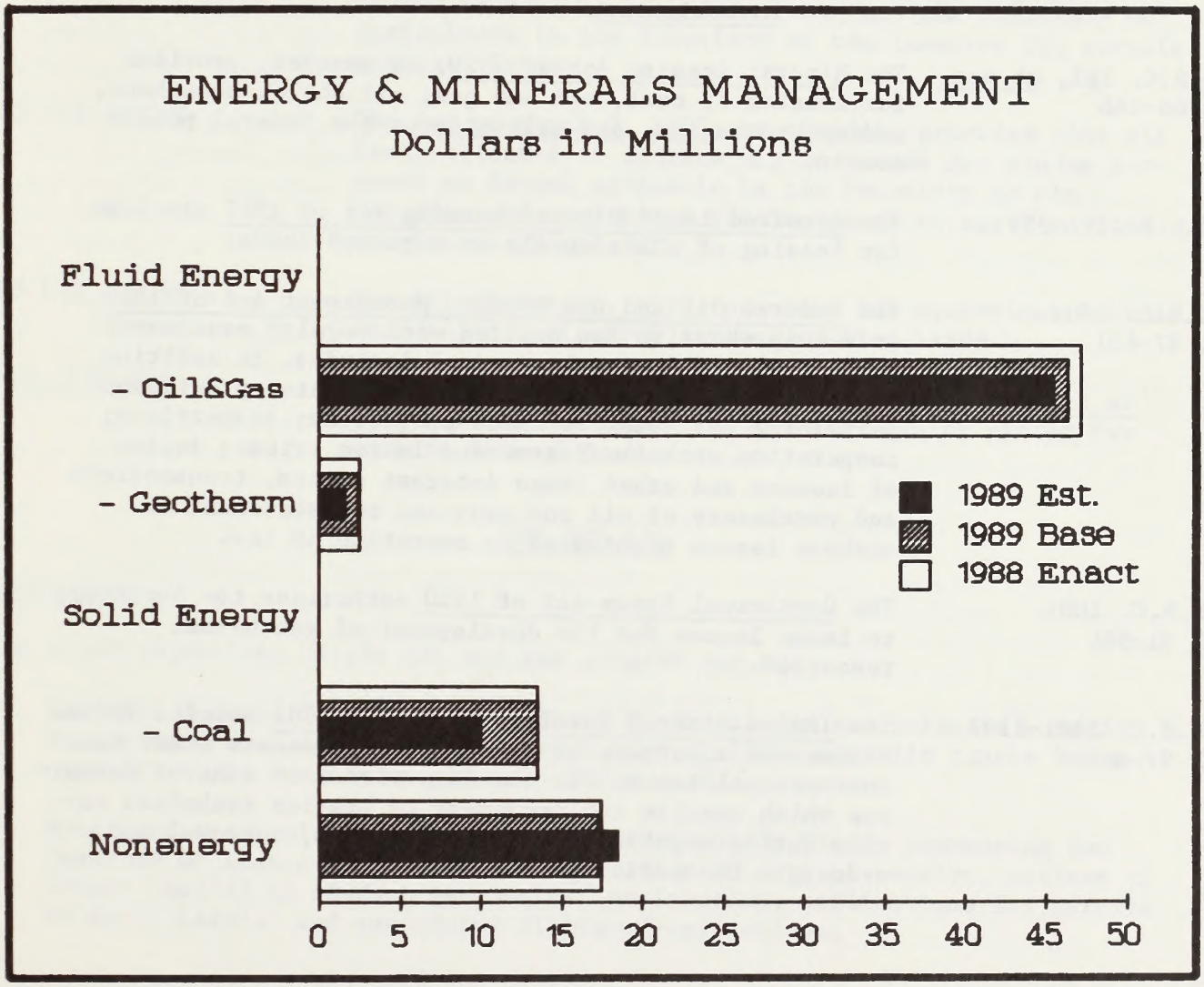
This adjustment reflects a shift of funding from Renewable Resources Management, Forest Management (Western Oregon P.D.) to the Timber Development and Reforestation program under the Oregon and California Grant Lands (O&C) account. Because the western Oregon public domain lands are intermingled with O&C and Coos Bay Wagon Road (CBWR) lands, they are managed without regard to status, and since timber outputs from all lands are combined and considered under the O&C account, it is logical to cover all program funding within the same account.

Activity Summary

Activity: Energy and Minerals Management

(Dollars in thousands)

Subactivity	1987 Actual B.A.	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Fluid Energy Minerals	49,359	49,610	48,870	47,170	-1,700
Solid Energy Minerals	14,050	13,608	13,459	9,959	-3,500
Nonenergy Minerals	15,904	17,452	17,192	18,392	+1,200
Total	79,313	80,670	79,521	75,521	-4,000



Activity: Energy and Minerals Management
Subactivity: Fluid Energy Minerals

(Dollar amounts in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
Oil and Gas	$	47,152	46,437	45,537	-1,615	-900
	(FTE-T)	(1,128)	(1,128)	(1,118)	(-10)	(-10)
Geothermal	$	2,458	2,433	1,633	-825	-800
	(FTE-T)	(55)	(55)	(35)	(-20)	(-20)
Total Requirements	$	49,610	48,870	47,170	-2,440	-1,700
	(FTE-T)	(1,183)	(1,183)	(1,153)	(-30)	(-30)

Authorization

30 U.S.C. 181, et seq.
P.L. 66-146

The Mineral Leasing Act of 1920, as amended, provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain.

30 U.S.C. 351-359

The Acquired Lands Mineral Leasing Act of 1947 provides for leasing of all minerals on acquired lands.

30 U.S.C. 1701
P.L. 97-451

The Federal Oil and Gas Royalty Management Act of 1982 is a comprehensive law dealing with royalty management on Federal and Indian leases and includes, in addition to its revenue accountability requirements, provisions pertaining to: onshore field operations; inspections; cooperation with the States and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; and reinstatement of onshore leases terminated by operation of law.

30 U.S.C. 1001
P.L. 91-581

The Geothermal Steam Act of 1970 authorizes the Secretary to issue leases for the development of geothermal resources.

25 U.S.C. 2101-2107
P.L. 97-382

The Indian Mineral Development Act of 1982 permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which require the Secretary to provide technical advice during negotiation and development, approval and oversight thereafter.

30 U.S.C. 181, 351 P.L. 98-78	The Combined Hydrocarbon Leasing Act of 1981 permits the owners of oil and gas leases issued after November 16, 1981, to explore, develop and produce tar sands and authorizes the issuance of combined hydrocarbon leases in specified areas designated by the Department of the Interior on November 20, 1980.
42 U.S.C. 4321, 4331-4335, 4341-4347	The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects which may have a significant effect on the environment.
43 U.S.C. 1711 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides for the preparation and maintenance of inventories of public land resource values, section 201(a).
43 U.S.C. 31(a)	The Act of March 3, 1979, as amended, provides for the inventory and classification of minerals on Federal lands.
60 Stat. 1099	Section 402 of Reorganization Plan No. 3 of 1946 transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.
25 U.S.C. 396	The Act of March 3, 1909, as amended, provides that all lands allotted to Indians may be leased for mining purposes as deemed advisable by the Secretary of the Interior and authorizes the Secretary to carry out the provisions of the Act.
25 U.S.C. 396(a)	The Act of May 11, 1933, provides for equivalent actions in leasing unallotted (tribal) Indian lands.
P.L. 100-203	The Federal Onshore Oil and Gas Leasing Reform Act of 1987 establishes a new oil and gas leasing system for onshore federal lands.

OIL AND GAS

Objectives

The major objectives of the oil and gas program are to:

- Classify Federal lands on the basis of their oil and gas potential, maximizing land available for development, and evaluate specific tracts being considered for leasing or proposed for transfer;

- Make land available for oil and gas development by timely processing and issuance of leases and by processing, within 30 days of receipt, notices of intent (NOI's) to conduct geophysical exploration, applications for permits to drill (APD's) and associated rights-of-way actions;

- o Work with other surface management agencies to ensure the timely processing of oil and gas lease applications awaiting action;

- o Approve the on-site operations of lessees to ensure that operations are consistent with sound practices for the conservation of the mineral resource and necessary protection of the environment and other resources;

- o Review and act on proposals related to oil and gas operations such as unitization, communitization and gas storage agreements;

- o Conduct on-site inspections of drilling, production, and surface protection operations to ensure environmental protection, conservation of resources, and receipt of proper revenues due to the Federal and State governments, Indian tribes and allottees;

- o Conduct drainage protection reviews and analyses on Federal and Indian lands (which may involve requiring operators to drill protective wells and/or to pay compensatory royalty); and

- o Monitor diligent development on producing, but not yet fully developed, Indian leases to ensure that appropriate actions on leases and development contracts are occurring in a timely fashion.

Base program

Base funding for the oil and gas program is $46,437,000 and 1,128 FTE. As part of the 1987 Omnibus Budget Reconciliation Act (P.L. 100-203, signed December 22, 1987), Congress enacted the Federal Onshore Oil and Gas Leasing Reform Act of 1987, giving the Bureau until mid-June 1988 to promulgate final rulemaking. The final details of the new leasing system have yet to be decided.

The onshore oil and gas program is one of the major mineral leasing programs in the Department. At the end of 1987, there were about 90,000 existing leases on Federal lands covering about 73 million acres, of which about 17,000 leases are in producing status. The program is also responsible for over 12,000 existing leases on Indian lands (about 4,500 producing) as well as advising Indian tribes and allottees on leasing matters. Revenues generated by Federal oil and gas leases are expected to be about $700 million in 1989.

The oil and gas program generates receipts from filing fees, bonuses, rentals and royalty payments. All receipts from leasing (except filing fees) are divided among the Treasury, the Reclamation Fund, and the States in which the leased lands are located. The lease operation, approval and inspection functions performed by BLM on all producing Federal and Indian leases are an important element in ensuring that proper royalty payments are made. A part of this function involves the validation of actual lease and royalty production.

Leasing Systems and Pre-Lease Workload - Oil and gas leasing is done under both competitive and noncompetitive procedures. Pursuant to the recent Oil Leasing Reform Act, all lands available for lease must first be offered for competitive lease prior to becoming available for noncompetitive leasing. As land becomes available BLM offers the land for competitive leasing. If there is no competition meeting the $2/acre minimum bid, those lands become available for 2 years to be leased to the first qualified applicant on a noncompetitive basis. After 2 years the lands must again be offered for competitive leasing before becoming available for noncompetitive leasing.

The major changes in the law are; (1) the elimination of the requirement that the Bureau perform geologic analyses to determine Known Geological Structures (KGS), and (2) the elimination of the requirement to evaluate competitive tracts for fair market value. Prior to this Act, lands within a KGS were leased competitively while all lands outside a KGS could be leased only on a noncompetitive basis. Because the Act requires the Bureau to continue to process applications pending prior to its passage, some KGS work could continue well into 1989 with the possibility of additional work resulting from KGS appeals.

Pre-lease activities include monitoring permits for geophysical exploration, resource value of onshore oil and gas lands to be offered for exchange or conveyance, adjudicating lease offers, other lease transactions, and issuance of leases. NEPA compliance is an integral part of the pre-lease workload. Although the procedures used to complete NEPA compliance are under judicial review, this budget assumes that there will be no change in NEPA procedures affecting the oil and gas program. The Bureau intends to strengthen the NEPA process through its incorporation with the Bureau's planning process.

Post-Lease Work - While leasing is a discretionary action, post-lease actions are, by and large, mandatory workloads to ensure compliance with the lease terms, to protect the other resources present, and to permit the lessee to utilize the rights contained in the lease. Leases issued result in lease assignments and transfers, unit and communitization agreements, APD's, and other operator proposals. Successful exploration increases post-lease workload by requiring review of additional development plans, performance of periodic inspections, enforcement actions when inspections reveal failure to comply with applicable requirements, and reservoir management activity, including identification of potential and actual drainage of Federal or Indian oil and gas.

During 1986 and 1987, eight oil and gas orders were written or rewritten to provide lessees with clearer operating regulations and orders as to the standards they are expected to meet. There was considerable industry involvement in drafting the regulations and orders and a recognition that where Federal procedures differed from normal industry practice, the reason must be clear.

As a result of the decline in oil prices during 1986, the Bureau took several steps with regard to shutting in stripper and marginal wells. Instructions were issued to allow lease suspensions for a period not to exceed 1 year on leases with shut-in wells without losing the lease. This policy has been extended and will help to prevent the premature abandonment of oil and gas resources due to price fluctuations. The Base level budget will allow BLM to act either to modify the requirements for production, or to implement new rules, depending on the price situation.

To fulfill the Secretary's responsibilities under the Federal Oil and Gas Royalty Management Act (FOGRMA) of 1982 of enforcing regulations governing mineral leasing on Federal and Indian lands, the Bureau has designed an efficient oil and gas inspection and enforcement strategy. This strategy involves establishing priorities based on the following criteria: potential

for significant revenue losses; operator compliance profiles; potential for significant environmental degradation or hazard to public health and safety or to other natural resources such as fresh water or coal; and legal, regulatory or other mandatory requirements for inspection. Inspections are also scheduled at the request of MMS's royalty management staff.

In addition to production inspections mandated by FOGRMA, the Bureau will conduct drilling, abandonment, and other inspections in 1989 required by regulations under the mineral leasing acts. These inspections are necessary to ensure that lessees are in compliance with regulations, orders, lease terms and approved plans. In 1984, the Department published regulations implementing FOGRMA, and then partially suspended them when concerns were raised that the regulations used vague terminology, were not uniformly enforced, contained a complex penalty system, and imposed penalties for minor infractions which went beyond congressional intent of the legislation. Revised regulations were developed during 1986 and promulgated by notice in the Federal Register on February 20, 1987, with an effective date of April 21, 1987. These regulations, in conjunction with oil and gas orders, provide guidance regarding standards for conduct of operations as well as providing for clear and uniform enforcement which emphasizes enforcement of major violations.

During 1986 and 1987 the Bureau took initial steps toward delegating inspection and enforcement activities to State governments as authorized under Section 205 of FOGRMA. Regulations establishing the program were promulgated in 1987. At this time, the 1989 Budget assumes that no more than three States may have delegated authority in 1988 and that there will be no additional delegations during 1989.

Section 202 of FOGRMA authorizes the Federal Government to enter into cooperative agreements with Indian Tribes to augment the Federal oil and gas inspector force to increase frequency of inspections. In 1987, the Bureau had four such agreements in various stages of implementation and offered several training sessions that were attended by Tribal representatives.

The Bureau screens approximately 40,000 well completions in the U.S. each year to determine whether potential drainage exists. About 2,000 cases will be identified as potential drainage situations each year and, ultimately, about 250 may result in a determination of actual drainage. If the potential exists, the Bureau must notify the Federal/Indian lessee and request a plan for protecting the lease or information to support the contention that drainage is not occurring or that an economic well could not be drilled.

In 1988 the Minerals Management Service, with the assistance and support of the Bureau, will begin to implement the Production Auditing and Accounting System (PAAS) for all producing onshore oil and gas leases. During 1989, PAAS implementation and maintenance costs to the Bureau will be approximately $350,000.

Indian Lands - The program also includes the completion of certain actions on Indian lands. The BLM role prior to lease sale on Indian lands is advisory. While BLM may make recommendations concerning economic and resource evaluation matters, pre-sale activities are carried out almost exclusively by BIA and the Indian Tribes. When requested, BLM provides recommendations on high bid acceptability. BLM's role on Indian lands increases after a lease is issued and exploration, development, and production take place. Post-lease operations are approved and supervised by BLM, usually with full Tribal authority for approval of development and/or notification of noncompliance to the operator. Other determinations (e.g., recommendations concerning lost oil and gas royalties) are normally accepted, but Tribes retain the right to make their own decisions. The Bureau also conducts diligent development reviews of all producing but not fully developed Indian leases. These reviews entail an analysis of the development and production plans of the operator to ensure that wells are drilled until the lease has been fully developed. Inspection and enforcement work is also conducted by BLM on Indian land leases except where cooperative agreements with Tribes are in place.

Combined Hydrocarbon Lease Act Activity

Due to declining industry interest in the development of tar sands, the tar sands leasing program was suspended in its entirety in 1987.

In 1989, the primary tar sands program workload will be the inspection and administration of existing combined hydrocarbon leases. There may also be some procedural workload on a few remaining lease applications and lease administration, which includes adjudication and operational work such as exploration plans, terminations and relinquishments. This is a minor effort which will be conducted as part of the oil and gas program.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	46,437	45,537	-900
(FTE)	(1,128)	(1,118)	(-10)

The 1989 estimate is a decrease of $900,000 and 10 FTE.

Leasing Activities (-$650,000 and -7 FTE)

As a result of the changes to the leasing procedures made by the Federal Onshore Oil and Gas Leasing Reform Act of 1987, the Bureau will save an estimated $1,000,000 because it will no longer have to do either KGS determinations, the number of classification action is expected to decline by approximately 85%, or economic evaluations of tracts offered for competitive lease. Because the Act requires the Bureau to continue to process those applications pending prior to its passage, some KGS work will continue well into the fiscal year. Offsetting a portion of these savings are the expected implementation costs of the new leasing system which are likely to continue into 1989. These costs will be for items such as modifying automated systems used to notify the public that parcels are available for lease and the likelihood of offering more parcels in 1989 to eliminate any backlog that may have developed during implementation of the new Act.

Also, we believe that more offerings, resulting from the two tier approach to leasing, competitive leasing followed by a noncompetitive leasing opportunity if no minimum competitive bids are offered, could result in somewhat higher leasing costs due to the extra processing of the addition parcels. Despite the increase in the number of leases issued, there is likely to be a 25% reduction in lease adjustments. In 1987 the Bureau completed the elimination of a backlog of lease adjustments that stood at 25,000 at the start of 1986. Approximately 1,350 fewer applications are expected due to the reduction in exploratory drilling and an industry reluctance to add to lease inventories. Overall, about 13,000 fewer lease adjustments are expected to be processed in 1989 than were processed in 1988. This reduced level of interest resulted in reducing the need for new plan amendments and EIS.

Lease Operations (-$250,000 and -3 FTE)

The reduction in oil prices has resulted in the first noteworthy decline in the amount of drilling on jurisdictional lands during 1985 through 1987. Even so, the amount of drilling remains high when viewed in historical perspective. During 1988, the Bureau anticipates that 3,000 applications for permit to drill (APD) will be processed. The number of applications for unit and communitization agreements and related work will decline as a result of the reduced drilling activity over the past few years. Other operational work will remain constant because existing production will continue to generate applications and sundry notices.

Oil and Gas Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	480	480	480	480	---
Plan amendments (# completed)	11	11	11	3	-8
EIS's (# completed)	7	7	6	6	---
Pre-lease notices/permits (# processed)	3,350	3,350	3,350	2,000	-1,350
Noncompetitive Leasing 1/ (# leases issued)	6,200	1,800	1,800	2,100	+300
Classifications (# actions)	1,400	600	1,400	200	-1,200
Competitive leasing (# leases issued)	1,000	5,500	5,500	6,000	+500
Lease adjustments (# processed)	61,000	56,000	56,000	43,000	-13,000
Lease operations (# APD's processed)	1,800	3,000	3,000	3,000	---
Unitization and communitization (# actions processed)	2,500	2,500	2,500	1,700	-800
Drainage reviews (# reviews completed)	2,000	2,000	2,000	2,000	---
Inspection and enforcement (# of inspections)	31,000	31,000	31,000	31,000	---

1/ The 1987 figure includes leases issued under the Simultaneous Oil and Gas (SOG) program and the Over-The-Counter (OTC) program. In 1988, leases will be issued under both the old law and the recent Leasing Reform Act of 1987.

Distribution of change by object class

The object class detail for the proposed decrease of $900,000 and 10 FTE is as follows:

	FTE	Amount
Personnel compensation	10	$300,000
Personnel benefits		60,000
Travel and transportation of persons		50,000
Transportation of things		40,000
Printing and reproduction		20,000
Other services		360,000
Supplies and materials		25,000
Equipment		45,000
Total		$900,000

GEOTHERMAL

Objectives

The major objectives of the geothermal program are to:

- Review known geothermal resource area (KGRA) classifications and offer unleased KGRA lands at competitive lease sales when nominated;
- Respond to exploration, development and production proposals for National Forest Lands in accordance with timeframes contained in the June 1984 BLM/FS interagency agreement for mineral leasing;
- Process noncompetitive lease applications for BLM-administered lands within 90 days of receipt and make lands in relinquished leases available for new applications within 90 days of relinquishment;
- Conduct production verifications and inspections of geothermal operations on Federal lands; and
- Approve and supervise industry operations on Federal geothermal leases.

Base program

Base funding for the geothermal program is $2,433,000 and 55 FTE.

Approximately 60 percent of the known or prospective geothermal resource areas of the United States are located on Federal lands. Under favorable market conditions, the Bureau estimates that Federal geothermal leases could be generating the equivalent of about 100,000 barrels of oil per day by the year 2000. In addition, direct thermal use applications (crop drying, gasohol production, etc.) could replace the equivalent of 10,000 more barrels of oil per day. Over 1,200 Federal geothermal leases are in effect covering slightly more than 2 million acres. Total electrical generation capacity from Federal leases is about 750 megawatts which is sufficient to meet the needs of 750,000 people. New power plants continue to be proposed on Federal land; several are expected to be under construction in 1988.

Geothermal leasing is done under both competitive and noncompetitive procedures. Lands designated as KGRA's are leased competitively. Noncompetitive leases are issued to the first qualified applicant for available land not designated as a KGRA.

Prior to December 1985, a geothermal lessee was limited to holding a maximum of 20,480 acres per State. This limitation was universally criticized as a constraint on the rate of geothermal resource exploration and development and as a deterrent to industry participation in the Federal leasing program. In December 1985, the Secretary exercised the authority provided in the Geothermal Steam Act to increase the number of acres allowed per lessee from 20,480 to 51,200 per State. However, this change did not result in the anticipated acceleration of development on Federal lands because oil prices had declined substantially.

Based on the listing of significant thermal features found in Section 115 of the Department of the Interior and Related Agencies Appropriations Act for 1987, the Bureau will be exercising special care when considering leasing in areas outside of, but in proximity to, these features. The Bureau is coordinating with the National Park Service, Forest Service, and Geological Survey to ensure that listed features are protected. There may be a need to emplace a monitoring program to ensure protection of some of these features. Public comments will be solicited before leases are issued.

The Bureau is also responsible for approving and supervising development and production operations on Federal geothermal leases. This responsibility includes review and approval of all proposed geothermal exploration, development, production, and utilization plans and inspections of all operations to ensure compliance with all conservation and environmental standards.

The continued development of existing leases in producing areas, especially California, remains strong with new wells being drilled and additional power plants coming on line. This activity provides a continuous workload in lease operations which is not declining. Interest in having previously leased lands available for releasing is expected to continue. However, interest in new leases remains low.

Over the past several years, workload requirements have shifted from pre-lease and inventory work to post-lease work related to issuing utilization licenses and processing lease adjustments.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	2,433	1,633	-800
FTE	(55)	(35)	(-20)

A decrease of $800,000 and 20 FTE is proposed. This reduction is possible because demand for new geothermal leases is at a low point. The primary program activity continues to be development of the major recognized fields for production of electrical power.

Consequently the funding level can be decreased resulting in virtually no competitive geothermal leasing activities. The Bureau will continue to process noncompetitive lease applications and lease assignments if a development plan is presented with the lease application. The Bureau will not hold lease sales during the year unless tracts are nominated by industry due to a need to unitize specific unleased lands to complete a development plan. Planning for future geothermal leasing will also be minimal.

Geothermal Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Environmental statements (#)	2	1	1	0	-1
Pre-lease notices/permits (#)	25	25	25	25	---
Noncompetitive lease applications (# processed)	100	100	100	20	-80
Classifications (# of actions)	4	4	4	0	-4
Competitive leases (# offered)	25	40	40	0	-40
Lease adjustments (# processed)	150	100	100	20	-80
Lease operations (# well applns. processed including Temperature gradient holes)	110	140	140	140	---
Utilization licenses (# processed)	7	7	7	7	---
Inspection and enforcement (# inspections)	475	600	600	600	---

Distribution of change by object class

The object class detail for the proposed decrease of $800,000 and 20 FTE is as follows:

	FTE	Amount
Personnel compensation	20	$600,000
Personnel benefits		120,000
Travel and transportation of persons		10,000
Printing and reproduction		5,000
Other services		50,000
Supplies and materials		5,000
Equipment		10,000
Total		$800,000

Activity: Energy and Minerals Management
Subactivity: Solid Energy Minerals

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
$	13,608	13,459	9,959	-3,649	-3,500
(FTE-T)	(245)	(245)	(199)	(-46)	(-46)

Authorization

30 U.S.C. 181 et seq. P.L. 94-579	The Mineral Leasing Act of 1920, as amended, authorizes leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain. The Act contains requirements for the operations responsibility of lease management.
42 U.S.C. 4321, 4331-4335, 4341-4347	The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects having a significant effect on the environment.
43 U.S.C. 1711 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides for the preparation and maintenance of an inventory of public land resource values (Section 201(a)).
30 U.S.C. 201 et seq. P.L. 94-377	The Federal Coal Leasing Amendments Act of 1976 requires competitive leasing of coal on public lands. The Act mandates a broad spectrum of coal operations requirements for lease management.
30 U.S.C. 351-359	The Mineral Leasing Act for Acquired Lands of 1947 expands the requirements of the 1920 Act to include acquired lands.
43 U.S.C. 31(a)	The Act of March 3, 1879, as amended, provides for the inventory, classification and examination of the geologic structure, mineral resources, and products of the national domain.
60 Stat. 1099	Section 402 of Reorganization Plan No. 3 of 1946 transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

25 U.S.C. 396	The Act of March 3, 1909, as amended, provides that all lands allotted to Indians may be leased for mining purposes as deemed advisable by the Secretary of the Interior and authorizes the Secretary to perform any and all acts and make such rules and regulations as may be necessary to carry out the provisions of the Act.
25 U.S.C. 396(a)	The Act of May 11, 1938, provides for equivalent actions of the 1909 Act for unallotted (tribal) Indian lands.
30 U.S.C. 21a	The Mining and Minerals Policy Act of 1970, sets out the policy of fostering development of economically stable mining and minerals industries and their orderly and economic development and study of methods for disposal of waste.
25 U.S.C. 2101-2107 P.L. 97-382	The Indian Mineral Development Act of 1982 permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which requires the Secretary, through BLM, to provide technical advice during negotiation and development, approval and oversight thereafter.

Objectives

The objectives of the coal management program are to:

- Maintain an orderly process to provide for the leasing of Federal coal in designated Federal coal production regions, including:
  - Continuation of the regional coal team (RCT) process for setting long-range coal leasing schedules, for reviewing the adequacy of data for decisionmaking, for reviewing land-use planning data for use in activity planning, and for guiding regional activity planning, particularly the preparation of regional coal environmental impact statements (EIS's), in designated Federal coal production regions.
  - Meeting short-term coal needs by expeditiously processing emergency coal lease applications for production maintenance and preventing the bypass of Federal coal.
  - Ensuring program responsiveness to market conditions by using market analyses in the coal activity planning process.
- Continue processing outstanding coal preference right lease applications (PRLA's) except where processing is prohibited by law.
- Process lease applications for coal outside of designated Federal coal production regions.

- Ensure continued collection of resource information from private industry drilling by processing coal exploration licenses.

- Conduct inspection and enforcement and production verification on Federal and Indian lands as mandated by various statutes in accordance with applicable regulations, policies, and guidelines. Identification of any trespass shall be a part of the inspection responsibility.

- Review, evaluate, and monitor industry operations related to coal exploration, development and production on Federal and Indian lands.

- Process all coal operations actions (readjustments, royalty reduction and logical mining unit (LMU) applications, cancellations, terminations, assignments and conveyances, relinquishments, modifications, and suspensions) on a timely basis.

- Ensure compliance with legal and regulatory requirements relating to diligent development, continued operation, advance royalty, and ensure a nationally uniform and consistent approach to all such mandated responsibilities.

- Ensure compliance with lessee qualification criteria of section 2(a)(2)(A) of the Mineral Leasing Act.

- Maintain and enhance the existing Solid Leasable Mineral System (SLMS) automated data base to facilitate field and headquarters monitoring of on-site lease activities to ensure proper implementation of laws, regulations, and policies.

- Provide technical assistance to Indian tribes and BIA on coal operations responsibilities.

- Ensure that lease bonds are established to properly reflect regulations, policies, and guidelines.

- Conduct minimum level of operational monitoring and inspection on existing approved oil shale lease sites.

Base program

The Base funding level for the coal program is $13,459,000 and 245 FTE.

BLM manages about 33 percent of all coal in the United States and indirectly affects the use of at least an additional 10 percent. As of September 30, 1987, there were 552 Federal coal leases covering 806,984 acres of Federal lands and private lands with Federal subsurface mineral ownership with an estimated 15.7 billion tons of recoverable reserves. There were 122 producing Federal leases in 1987. Production from those leases (168.0 million tons) amounted to 18.9 percent of total United States production. Coal production from Federal lands has been increasing significantly over the past few years. Federal royalties collected by the Department, with production verification and associated identification of proper royalty rates conducted by BLM operations totalled $142.3 million in 1987, a 41% increase over 1986.

The Bureau's Federal coal management activities fall into two broad categories. These are: (A) Coal Leasing, which involves reaching decisions to explore Federal coal or offer Federal coal for lease sale; and (B) Coal Operations, which includes all actions taken after the issuance of a permit, license, or lease, including exploration. The leasing program is a discretionary program with specific regulatory requirements necessary before the holding of a sale or issuance of a lease. The coal operations program is designed to meet the statutory and regulatory requirements related to active and inactive licenses and leases. A shift in the emphasis of the Federal coal management program from coal leasing to coal operations has occurred, in part, because of the gradual maturing of coal leases and an increase in the number of producing leases, but primarily due to the 10-year anniversary of the Federal Coal Leasing Amendments Act (FCLAA) of 1976 and associated requirements such as diligence and lease readjustment.

Coal Leasing

In 1986, following completion of a program review and a supplement to the 1979 EIS, the Secretary decided to retain the existing coal leasing program, as revised. The 1989 program will continue the revised coal leasing procedures adopted in 1986.

One major revision to the leasing program was to delegate to the regional coal teams (RCT's) the responsibility for reviewing leasing levels, land use plans and activity plans, and the development of long-range coal planning schedules. Activity planning in the coal production regions will take place with identified demand for additional regional leasing consistent with the long-range planning schedules. RCT leasing recommendations will consider market analyses prepared by BLM.

Activities such as leasing by application for both emergency leasing and leasing outside coal production regions, processing PRLA's, and evaluating existing land use and activity plans are conducted using revised procedures where appropriate. Other continuing activities include the issuance of coal exploration licenses and lease modifications.

The Department encourages private industry to perform drilling to gather additional resource information. Federally-conducted coal drilling is intended to complement data gathered by private industry drilling to "fill-in" locations having information gaps. No new regional leasing tracts have been delineated since 1984, and needed Federal coal drilling on these tracts was conducted in 1985 and 1986. No Federal coal drilling is planned for 1989. However, drilling could be resumed if additional data needs are identified as a result of a resumption of RCT activities.

In 1987, the Department revised its policies and procedures for processing coal PRLA's to improve the quality of EIS's prepared for PRLA's and provide for public review of and comments on the kinds and costs of mitigation measures for anticipated environmental impacts associated with mining on the PRLA areas. This cost information is used to help determine whether applicants have discovered coal in commercial quantities and, thus, are entitled to preference right leases. Full processing of coal PRLA's resumed with the publication of final regulations on July 8, 1987.

These regulations describe in detail the procedures by which PRLA's will be processed, including specific alternatives to be analyzed in EIS's and the contents of environmental cost documents which will be available for public review and comment. As of September 30, 1987 a total of 107 coal PRLA's remained to be processed. For 1989 processing of these remaining PRLA's will be commenserate with the present level of interest expressed by industry.

Due to the reduced industry interest in the leasing program 3 of the 5 remaining Regional Coal Teams (RCTs) have gone to a lease by application and a 4th RCT is currently considering the same policy. This has shifted the emphasis away from large tract leasing. This has resulted in the need for less inventory, fewer exploration license/permits and other lease related activities.

Coal Operations

Coal operations include all activities which occur after the issuance of a permit, license, or lease, including exploration.

Under the coal operations program BLM is responsible for administering the mineral leasing laws with respect to coal exploration, development and production, conservation of the resource, and resource recovery and protection on Federally-owned coal. BLM is also responsible for these same operations on Indian tribal and allotted lands. The Office of Surface Mining Reclamation and Enforcement (OSMRE) and State agencies that have been delegated OSMRE's functions, are responsible for administering the Surface Mining Control and Reclamation Act (SMCRA) of 1977 and associated reclamation requirements.

There has been a continuing increase in the number of Federal coal leases subject to certain Federal Coal Leasing Amendments Act (FCLAA) and associated regulatory provisions (43 CFR 3480). Where intermingled Federal, Indian and private coal ownerships are in the same operation, the workload is significantly increased in order to accomplish the operational requirements of 43 CFR 3480. Since lease readjustments occur on the 20th anniversary of pre-1976 leases, the operations workload to ensure statutory and regulatory compliance continues to increase, even if few new leases are issued. The following table shows the number of leases subject to FCLAA requirements by year. This workload includes activities associated with field verification of compliance with applicable laws, regulations, terms and conditions of approved leases, licenses and permits, and plans for exploration, mining, processing of applications, reclamation, resource recovery and protection, and abandonment.

FEDERAL LEASE OPERATIONS WORKLOAD

Year	Leases Issued	Leases Readjusted or Modified	Leases Subject to FCLAA
1976-86	121	280	371
1987	5*	62	421
1988	N/A	46	467
1989	N/A	30	497
1990	N/A	22	519

* As of September 30, 1987, 552 leases were in effect.

Operations activities on nonproducing leases fall into two general categories based on the status of the lease relative to FCLAA. Pre-FCLAA leases are not subject to the diligence requirements of FCLAA until readjustment or modification. For these leases, an annual on-the-ground inspection of each lease is required to determine if any unauthorized activities (drilling, exploration, or production) are occurring. Authorized activities which fall short of actual production (e.g., exploration, baseline environmental work, etc.) and which occur in compliance with the approved plans are inspected more frequently.

The second category of nonproducing leases are those which have been issued, readjusted, or modified since the enactment of FCLAA or have otherwise been made subject to FCLAA. These require a significant additional work effort. Recoverable reserves must be determined based on analysis of data supplied by the operator/lessee so that commercial quantities (1 percent of recoverable reserves, by regulation) can be established for the purpose of diligence determinations. Leases may be consolidated in LMU's, and such LMU formations are anticipated to continue in 1988 and 1989. The FCLAA also requires the submittal of a resource recovery and protection plan (R2P2) within 3 years of lease issuance or readjustment after August 4, 1976.

Prior to the commencement of mining operations, the operators/lessees may conduct additional exploration in order to clearly define the coal resource and to determine the mining methods and sequence to be used. This is authorized through the approval of an exploration plan. Prior to final mine plan approval, the Bureau coordinates with MMS for royalty collection and with OSMRE for reclamation requirements. Tracking of actions mandated by statute or required by regulation and policy are accomplished by using a BLM automated data system called the Solid Leasable Minerals System (SLMS).

For producing leases, inspection and enforcement activities include production verification to ensure that all revenues from producing Federal and Indian coal mines are accurately reported, that production is proceeding in accordance with the approved R2P2 plan, the lease terms, and the law and regulations, and that the correct royalty rate is being applied. The Bureau will continue to investigate instances of alleged coal trespass as a function of its coal lease inspection and enforcement responsibilities.

Instructions and guidance completed in 1987 and projected for 1988 will be reflected in the 1989 workload. This includes guidelines and procedures for Section 39 lease suspensions, royalty reduction applications, bonding, lessee qualification procedures, lessee transfers and terminations and advance royalty compliance. Other activities anticipated in 1988 include rewriting the 43 CFR Part 3400 rules, and the guidance related to mine plans, abandonments, and mined out leases.

Oil Shale

Of the four original prototype oil shale leases, the two tracts in Utah were relinquished by the lessee. Both prototype leases in Colorado are currently under suspension until a more favorable market condition exists. The workload associated with these leases will continue to be conducted within the solid energy minerals program.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	13,459	9,959	-3,500
(FTE)	(245)	(199)	(-46)

A decrease of $3,500,000 and 46 FTE is proposed. This decrease results from a reduction in certain leasing-related portions of the program that reflect continued soft coal market conditions. Due to this lack of demand for new coal leasing, the coal leasing portion of the program will be reduced to minimum levels while the operational aspects of the program are maintained. Remaining studies and technical investigations initiated in earlier years for coal leasing data will be completed or suspended during 1988. New studies will not be initiated and rarely will older ones be extended. The program will still respond to public requests for leasing by application and to PRLA processing. Regional Coal Team and Federal/State Coal Advisory Board activities will be maintained at minimum levels during this period of reduced demand.

Solid Energy Minerals Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	130	164	134	---	-134
Plan amendments (# completed)	1	3	4	---	-4
EIS's	1	2	2	2	---
Activity plans (# completed)	1	1	---	---	---
Exploration licenses/permits (# processed)	250	77	70	40	-30
Noncompetitive leases (# PRLA's processed)	13	65	60	---	-60
Classifications and economic evaluations (# of actions)	140	81	76	40	-36
Competitive sales and leasing (# of sales)	8	12	12	2	-10
Lease adjustments (#)	636	636	636	700	+64
Lease operations (# of plans processed)	3,000	3,000	3,000	3,150	+150
Inspection and enforcement (# of inspections)	5,096	5,096	5,096	5,350	+254

The object class distribution for the proposed decrease of $3,500,000 and 46 FTE is as follows:

	FTE	Amount
Personnel compensation	46	$1,380,000
Personnel benefits		276,000
Travel and transportation of persons		75,000
Transportation of things		40,000
Printing and reproduction		110,000
Other services		1,400,000
Supplies and materials		125,000
Equipment		94,000
Total		$3,500,000

Activity: Energy and Minerals Management
Subactivity: Nonenergy Minerals

(Dollar amounts in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
Mineral Materials Sales	$	2,384	2,347	2,447	+63	+100
	(FTE-T)	(54)	(54)	(55)	(+1)	(+1)
Mining Law Administration	$	10,323	10,166	11,366	+1,043	+1,200
	(FTE-T)	(234)	(234)	(254)	(+20)	(+20)
Non-Energy Mineral Management	$	4,090	4,033	3,933	-157	-100
	(FTE-T)	(78)	(78)	(76)	(-2)	(-2)
Uranium Operations	$	655	646	646	-9	---
	(FTE-T)	(12)	(12)	(12)	(---)	(---)
Total Requirements	$	17,452	17,192	18,392	+940	+1,200
	(FTE-T)	(378)	(378)	(397)	(+19)	(+19)

Authorization

43 U.S.C. 1711, 1732, 1744, 1782 P.L. 94-579	Federal Land Policy and Management Act of 1976, Section 302(b), authorizes the Secretary, by regulation, to prevent unnecessary or undue degradation of the Public Lands; and section 314 provides for the recordation of mining claims and receipt of evidence of annual assessment work, provides for the preparation and maintenance of an inventory of public land resource values (Section 201(a)), and exchanges (Section 209).
60 Stat. 1099	Section 402 of Reorganization Plan No. 3 of 1946 transferred responsibility for authorizing prospecting, development, and use of mineral resources from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.
30 U.S.C. 601 et seq.	The Material Sales Act of 1947, as amended, provides for disposal of common variety materials for commercial or industrial uses and free use for governmental entities.
43 U.S.C. 31(a)	The Act of March 3, 1879, as amended, provides for the inventory and classification of the public lands and examination of the mineral resources and products of the national domain.

30 U.S.C. 351-359	The Mineral Leasing Act for Acquired Lands of 1947 expands the requirements of the 1920 Act to include acquired lands.
30 U.S.C. 1701 P.L. 97-451	The Federal Oil and Gas Royalty Management Act of 1982 is a comprehensive law dealing with royalty management on OCS leases as well as onshore Federal and Indian leases. In addition to revenue accountability, it includes provisions pertaining to onshore field operations, inspections and cooperation with State and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; reinstatement of onshore leases terminated by operation of law; and a requirement that the Secretary study whether royalties are adequate for coal, uranium, and nonenergy leasable minerals.
30 U.S.C. 22 et seq.	The Mining Law of 1872, as amended, provides for the location and patenting of mining claims where a discovery has been made for locatable minerals (e.g., gold, silver, copper, nickel, zinc, lead and the like) on Public Lands in specified States, mostly in the West.
25 U.S.C. 396	The Act of March 3, 1909, as amended, provides that all lands allotted to Indians may be leased by the allottee (BIA) for mining purposes as deemed advisable by the Secretary of the Interior and authorizes the Secretary to perform any and all acts and make such rules and regulations as may be necessary to carry out the provisions of the Act.
30 U.S.C. 181 et seq.	The Mineral Leasing Act of 1920, as amended, authorizes leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain. The Act contains requirements for the operations responsibilities of lease management.
25 U.S.C. 396(a)	The Act of May 11, 1938, provides for actions equivalent to the 1909 Act for unallotted (tribal) Indian lands.
42 U.S.C. 4321, 4331-4335, 4341-4347	The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for major Federal actions significantly effecting the quality of the human environment, relating to leasing and operations activities.

30 U.S.C. 21a	The Mining and Minerals Policy Act of 1970, sets out the policy of fostering development of economically stable mining and minerals industries and their orderly and economic development and study of methods for disposal of waste.
30 U.S.C. 201 et seq. P.L. 94-377	The Federal Coal Leasing Amendments Act of 1976 contains certain lessee qualification requirements.
25 U.S.C. 2101-2017 P.L. 97-382	The Indian Mineral Development Act of 1982 permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which requires the Secretary, through BLM, to provide technical advice during negotiation and development and approval and oversight thereafter.

MINERAL MATERIALS SALES

Objectives

The objectives of the program are to:

- Meet public demand for mineral materials found on the Public Lands to be used for private, State and local government needs by issuing approximately 2,500 sales contracts and free use permits;
- Recover fair market value for mineral materials sold;
- Ensure minimum site disturbance, full environmental protection, and effective reclamation of materials sale sites; and
- Prevent unauthorized use and take action when trespass occurs.

Base Program

The Base funding level for the mineral materials sales program is $2,347,000 and 54 FTE.

The Public Lands provide an important source of mineral materials such as building stone, sand, gravel, and common borrow which are used in construction work and for energy and other industrial development. BLM sells mineral materials both competitively and noncompetitively. The revenue from sales exceeds the funding level for the program as a whole. In addition, mineral materials are provided at no charge to qualified governmental entities for use in highway and other public projects. Community pits and common use areas are established to provide a convenient source of mineral materials to meet local needs, to minimize administrative work in processing sales, and to restrict surface disturbance and use to designated areas.

Stipulations covering minimum safety standards, environmental protection, and site reclamation are included in the sales contracts. Bureau personnel perform site checks to ensure compliance with these stipulations, to verify collection of appropriate payments for materials used, and to prevent or take action on any unauthorized removal of mineral materials.

The disposal of mineral materials is discretionary; however, it is Bureau policy to meet the public demand for these materials. If mineral materials were not made available from the Public Lands, there would be a significant impact on community, industrial, and energy and mineral development in many areas of the Western States.

Increase from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	2,347	2,447	+100
(FTE)	(54)	(55)	(+1)

The requested $100,000 and 1 FTE increase is needed to increase mineral material trespass abatement to resolve 12 additional material trespass cases. It also provides for the identification of 2 new non-exclusive use material sites as well as additional inventory of potential mineral material sites for future use. All three of these activities will be targeted in the California Desert Conservation Area.

Mineral Material Sales Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measures	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	200	200	200	225	+25
Nonexclusive use site designations (# completed)	67	67	67	69	+2
Materials sales/permits (# processed)	2,538	2,459	2,459	2,459	---
Trespass (# cases completed)	30	30	30	42	+12

Distribution of change by object class:

The object class detail for the proposed $100,000 and 1 FTE increase is as follows:

	FTE	Amount
Personnel Compensation	1	$ 30,000
Personnel benefits		6,000
Travel & transportation of persons		10,000
Transportation of things		24,000
Other Services		15,000
Supplies and materials		10,000
Equipment		5,000
Total		$100,000

MINING LAW ADMINISTRATION

Objectives

The major objectives of the program are to:

- Administer the Mining Law of 1872 by reviewing and processing mineral patent applications;
- Implement the Surface Management Regulations for Public Lands (43 CFR 3802/3809) by processing plans of operation and notices for mineral development;
- Record unpatented mining claims and sites and annual assessment filings as required by Section 314 of FLPMA;
- Ensure compliance under 43 CFR 3802 and 3809 by actively inspecting operations;
- Ensure consideration of critical and strategic minerals in land use planning and the resulting decisions by performing mineral resource assessments; and
- Support the National Strategic Materials and Minerals Program Advisory Committee.

Base program

The Base funding level for mining law administration is $10,166,000 and 234 FTE.

Under this program, BLM administers the provisions of the Mining Law of 1872, as amended, and the pertinent provisions of FLPMA relating to surface management and mining claim recordation. The Bureau determines the validity of unpatented mining claims; issues mineral patents; initiates contest actions; prepares mineral potential reports; administers surface management regulations; and records mining claims and annual filings. This program also includes geologic and mineral resource assessments for multiple use management. These program components are described in more detail below.

- Mining Claim Recordation - Under Section 314 of FLPMA, the Bureau has recorded a total of 2.4 million mining claims and mill sites and processes about 1 million annual filings each year.
- Surface Management on Unpatented Mining Claims - Under Sections 302(b) and 603 of FLPMA, BLM administers surface management regulations (43 CFR 3802/3809) designed to prevent undue or unnecessary degradation of the Public Lands resulting from operations conducted under the mining laws. For all operations other than "casual use," regulations require that either a "plan of operation" or a "notice," depending on the size of the area of disturbance, be filed with BLM. In designated sensitive areas, including wilderness study areas, a plan of operation is required for all surface-disturbing operations except casual uses, to ensure proper site reclamation and to prevent impairment of wilderness values. BLM has 30 days to review a plan of operation and 15 days to review a notice. Notices do not require

BLM's approval. Field examinations, resource assessments and environmental analyses are required prior to the approval of plans. Validity examinations of mining claims in designated wilderness areas are required prior to approving plans of operations.

During May 1987, the Federal District Court in Alaska issued 4 orders in connection with the Sierra Club v. Penfold litigation. Those orders prohibit placer mining in 4 river drainages after November 1, 1987, for all operations requiring the submission of a plan. This order remains in effect until BLM prepares 3 environmental impact statements and a subsistence determination under Section 810 of ANILCA. An estimated 18 months will be needed to complete the project. Funding required for 1989 will be about $500,000 in order to complete the 3 ES's and the subsistence determination work which began in 1988.

- Compliance - Each plan of operation authorized under 43 CFR 3802/3809 requires periodic follow-up on the ground to ensure that the operation is in conformance with the plan of operations. Operations proceeding under a notice filed under 43 CFR 3809 require periodic follow-up to ensure that unnecessary or undue degradation is not occurring and that reclamation is being performed. Compliance action is required by Sections 302(b) and 603(c) of FLPMA.

- Validity Determinations - When conditions warrant, the Bureau conducts a mineral examination to determine whether an unpatented mining claim meets all requirements for a discovery under the mining laws. Processing of other agency validity reports and contest actions will be done for wilderness and valid existing rights determinations.

- Processing Patent Applications - When a mining claimant believes he has discovered a valuable mineral deposit, he may apply for patent to the claim. Processing this application involves: (1) Adjudication to ensure that the patent application is complete, and (2) Field mineral examination by qualified personnel to ensure that on-the-ground evidence supports the application and provides information needed to either issue a patent or initiate contest proceedings to determine the mining claim's validity. In some instances, the processing of mining claim patent applications and mining claim validity determinations can become complex and costly proceedings involving both extensive legal interpretations and technical information concerning economics, mining techniques and mineral resource values. Such proceedings may take several years to complete.

Increase from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	10,166	11,366	+1,200
(FTE)	(234)	(254)	(+20)

The increase of $1,200,000 and 20 FTE will strengthen the mining law program in several areas throughout the United States. Compliance inspections of existing plans and notices will be increased to insure that the 43 CFR

3802/3809 regulations and plans of operations are being properly followed at the actual on-the-ground mining sites. With the increase, we can conduct an additional 2,200 compliance checks and would be able to review the additional 450 plans of operations/notices expected to be filed with the Bureau.

The increase will also provide funds for examining additional mining claims for validity and for prosecuting mineral contests in Designated Wilderness Areas. Validity examinations and contests will be conducted in Wilderness Study Areas prior to approval of plans of operations as required by 43 CFR 8560.4-6(j). The increasing number of mineral patent applications being received will be accommodated by processing an additional 50 mineral patent applications.

Of the total increase, $200,000 will be used specifically in the California Desert Conservation Area for inventory, compliance actions, patent applications, and valid existing rights determinations in wilderness study areas.

Mining Law Administration Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	---	---	---	500	+500
Environmental Statements Alaska (# completed)	---	---	3	3	---
Mineral patent applications (# processed)	253	150	150	200	+50
Validity examinations (cases completed)	50	71	71	100	+29
Surface management (# plans/notices reviewed)	2,321	2,550	2,550	3,000	+450
New mining claims recorded (# per year)	147,638	160,000	160,000	170,000	+10,000
Annual filings (# processed)	900,000	1,070,000	1,100,000	1,150,000	+50,000
Compliance (# plans/ notices monitored)	3,875	3,800	3,800	6,000	+2,200

Distribution of change by object class

The object class detail for the proposed $1,200,000 and 20 FTE increase is as follows:

	FTE	Amount
Personnel compensation	20	$ 600,000
Personnel benefits		120,000
Travel and transportation of persons		40,000
Transportation of things		60,000
Printing and reproduction		10,000
Other services		200,000
Supplies and materials		70,000
Equipment		100,000
Total		$1,200,000

NON-ENERGY MINERAL MANAGEMENT

Objectives

The objectives of the non-energy minerals management program are to:

- Implement the 43 CFR 3500 regulations by processing prospecting permits and lease applications including the preparation of geologic reports, mineral economic evaluations, and environmental assessments for phosphate, potassium, sodium, and other minerals to respond to industry's demand for these commodities;

- Conduct inspection and enforcement and production verification on Federal and Indian lands as mandated by various statutes, in accordance with applicable regulations, policies, and guidelines: identification of any trespass shall be a part of the inspection responsibility;

- Review, evaluate, and monitor industry operations related to exploration, development and production of Non-Energy Minerals on Federal and Indian lands;

- Process all operation actions, (readjustments/renewals, royalty reduction applications, cancellations, relinquishments, modifications, assignments, conveyances, and suspensions) on a timely basis;

- Monitor development and operation on leases, licenses, and permits and ensure compliance with all legal and regulatory responsibilities with a nationally uniform and consistent approach to all such mandated responsibilities;

- Ensure compliance with lessee qualification criteria of section 2(a)(2)(A) of the Mineral Leasing Act;

- Maintain and enhance the existing Solid Leasable Mineral System (SLMS) automated data base to facilitate field and headquarters monitoring of on-site lease activities to ensure proper implementation of laws, regulations and policies, and that proprietary/confidential/sensitive information is handled and stored in compliance with Bureau direction;

- Provide technical assistance to Indian tribes and BIA on non-energy mineral operations responsibilities;

- Ensure that lease bonds are established to properly reflect regulations, policies, and guidelines;

- Ensure judicious use of public resources by performing non-energy mineral classifications, preparing classification maps, and providing mineral resource assessment data (to support land-use planning) and mineral reports for land disposal and leasing-related actions.

Base Program

The 1989 Base for the non-energy mineral management program is $4,033,000 and 78 FTE. Under this program, minerals such as sodium, phosphate, and potassium found on Public and Indian lands, and lead, zinc, copper, and strategic minerals found on acquired and Indian lands are managed.

The Mineral Leasing Act of 1920 removed sodium, sulfur, phosphate and potassium from location under the Mining Law of 1872 and provided a leasing system for their development. The Mineral Leasing Act for Acquired Lands of 1947 authorized the leasing of these same minerals on acquired lands. The mineral leasing acts provide that: (1) the Federal Government obtain rental and royalty fees, (2) known mineral resource areas be offered competitively, and (3) holders of prospecting permits who have explored for and made a discovery of a "valuable deposit" have a preference right to a lease. The Reorganization Plan No. 3 of 1946 authorized the leasing of hardrock minerals such as lead and zinc on certain acquired lands.

The Bureau's Federal Non-Energy Mineral management activities fall into two broad categories. These are: Leasing, which involves reaching decisions to explore Federal Non-Energy Minerals or offer Federal Non-Energy Minerals for lease sale; and Operations, which includes all actions taken after the issuance of a license permit or lease. The leasing program is a discretionary program with specific regulatory requirements necessary before the holding of a sale or issuance of a lease. The operations program is designed to meet the statutory and regulatory requirements related to active and inactive licenses, permits, and leases.

- Leasing - BLM is responsible for performing minerals resource assessments, classification, and leasing on Public Lands, National Forests lands and those other Federally-acquired lands where the Federal Government owns part or all of the mineral estate and the lands are open to leasing.

  The Bureau must: (1) inventory and classify land for retention of mineral rights by the government in land disposal actions; (2) provide surface management agencies with data concerning nonenergy leasable minerals for land use planning; (3) review, approve, and monitor industry operations related to exploration, development and production; and (4) conduct inspection and enforcement/production verification.

- Operations - Operations includes all activities which occur after the issuance of a permit, license, or lease.

  The Bureau is responsible for the management of exploration, development, mining, and abandonment operations for Non-Energy Minerals on Federal public and acquired lands. It is also responsible for these same operations on Indian Lands leased by the Bureau of Indian Affairs pursuant to various Indian Leasing Laws.

  The Secretary, in the Federal Oil and Gas Royalty Management Act (FOGRMA) Section 303 Report, committed the Bureau to an expanded role in inspection and enforcement/production verification. For producing leases, licenses, and permits, inspection and enforcement actions including production verification are conducted at least quarterly to ensure that all revenues

from producing Federal and Indian mining operations are accurately reported and that production is proceeding in accordance with the approved mine plan. Annual on-the-ground inspections of nonproducing leases, licenses, and permits are required.

All producing and nonproducing leases, licenses and permits are continually monitored with the data and statistics timely and accurately entered into the Solid Leasable Mineral System (SLMS - an automated data system for tracking mineral leases) to ensure compliance with statutory, regulatory, and lease, license, and permit term requirements and timely adjustment or renewal of the lease terms.

Where intermingled Federal, Indian and private mineral ownerships are in the same operation, the workload is significantly increased in order to accomplish the operational requirements of 43 CFR 3590.

Prior to the commencement of mining operations, the operators/lessees may conduct additional exploration in order to clearly define the resource and to determine the mining methods and sequence to be used. This is authorized through the approval of an exploration plan. Prior to final mine plan approval, the Bureau coordinates with MMS for royalty collection.

For producing leases, inspection and enforcement activities include production verification to ensure that all revenues from producing Federal and Indian mines are accurately reported, that production is proceeding in accordance with the approved mine plan and that the correct royalty rate is being applied. The Bureau will continue to investigate instances of alleged mineral trespass as a function of its inspection and enforcement responsibilities.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Fstimate	Difference
$	$4,033	3,933	-100
(FTE)	(78)	(76)	(-2)

The decrease of $100,000 and 2 FTE in 1989 results from a reduction in the number of plan amendments necessary to accommodate leasing actions under the non-energy minerals management program. In addition, the number of EIS's prepared during 1989 will be reduced by one due to a completion in 1988.

Nonenergy Mineral Workload Accomplishment

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimates funding levels are as follows:

Workload Measures	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	72	91	91	91	---
Plan amendments (# completed)	3	9	9	5	-4
Environmental impact statements (# completed)	5	4	4	3	-1
Pre-lease notices/ prospecting permits (# processed)	824	805	805	805	---
Noncompetitive leasing (# processed)	200	140	140	140	---
Classifications and economic evaluation (# of actions)	244	200	200	200	---
Competitive Leasing (# of sales)	2	6	5	5	---
Lease adjustments (#) (# of adjustments)	84	69	69	75	+6
Lease operations (# plans processed)	212	213	213	213	---
Inspection and enforcement (# of inspections)	1,794	1,973	1,973	1,973	---

Distribution of change by Object class:

The object class detail for the proposed decrease of $100,000 and 2 FTE is as follows:

	FTE	Amount
Personnel compensation	2	$ 60,000
Personnel benefits		12,000
Travel & transportation of persons		5,000
Printing and reproduction		5,000
Other services		8,000
Supplies & materials		10,000
Total		$100,000

URANIUM OPERATIONS

Objectives

The major objectives of this program are to:

- Ensure compliance with Federal and Indian mineral leasing laws and with NEPA. Implement the 43 CFR 3500 and 25 CFR 216 regulations by conducting management and supervisory activities for uranium lease operations on Federal, acquired and Indian lands.

- Ensure the availability of uranium while protecting environmental values.

- Ensure that abandonment and reclamation activities of uranium operations are conducted in accordance with applicable statutes, regulations, requirements and the guidance of the International Atomic Energy Agency.

1989 program

The 1989 Estimate for the uranium operations program is $646,000 and 12 FTE. The 1989 program will continue reclamation responsibilities for uranium mines on Indian lands including mines in New Mexico, and the Dawn and Sherwood mines in Washington. Inspection and enforcement activities will be conducted to accommodate the magnitude and impacts of mine sites nationwide. Contract research will be conducted to quantify the impacts of mining operations on Indian lands resulting from uranium mining activities. Overall the 1989 program reflects a general trend away from inventory and planning toward increased post-lease activity.

Uranium is a leasable mineral on Federal acquired lands and on Indian lands. Principal program activities include lease and permit application processing, supervision and inspection of uranium operations, supervision of mine decommissioning, abandonment, and reclamation, and oversight of all other aspects of leasable uranium operations.

The development of uranium resources on Indian lands, especially in the Southwest and Northwest, has significantly increased public tribal awareness of: the adverse effects on local and regional water supplies, the need for national abandonment and reclamation practices, spoil and mining waste management, national resource recovery practices, and overall environmental awareness and radiological abatement measures. The uranium operations program addresses these concerns, evaluates their effects, and develops measures to mitigate impacts. Work efforts associated with analyses for NEPA compliance and operational inspections are expected to continue at 1988 levels.

Work will begin in coordination with Bureau safety and hazardous materials personnel to investigate the feasibility of posting signs at inactive and abandoned uranium mines and dumps. The next phase would involve fencing those that are determined to have hazard risks.

Uranium Operations Workload Accomplishments

The planned workload accomplishments for 1987, 1988 and 1989 Base and Estimate funding levels are as follows. All workload measures are associated with uranium operations on Indian lands.

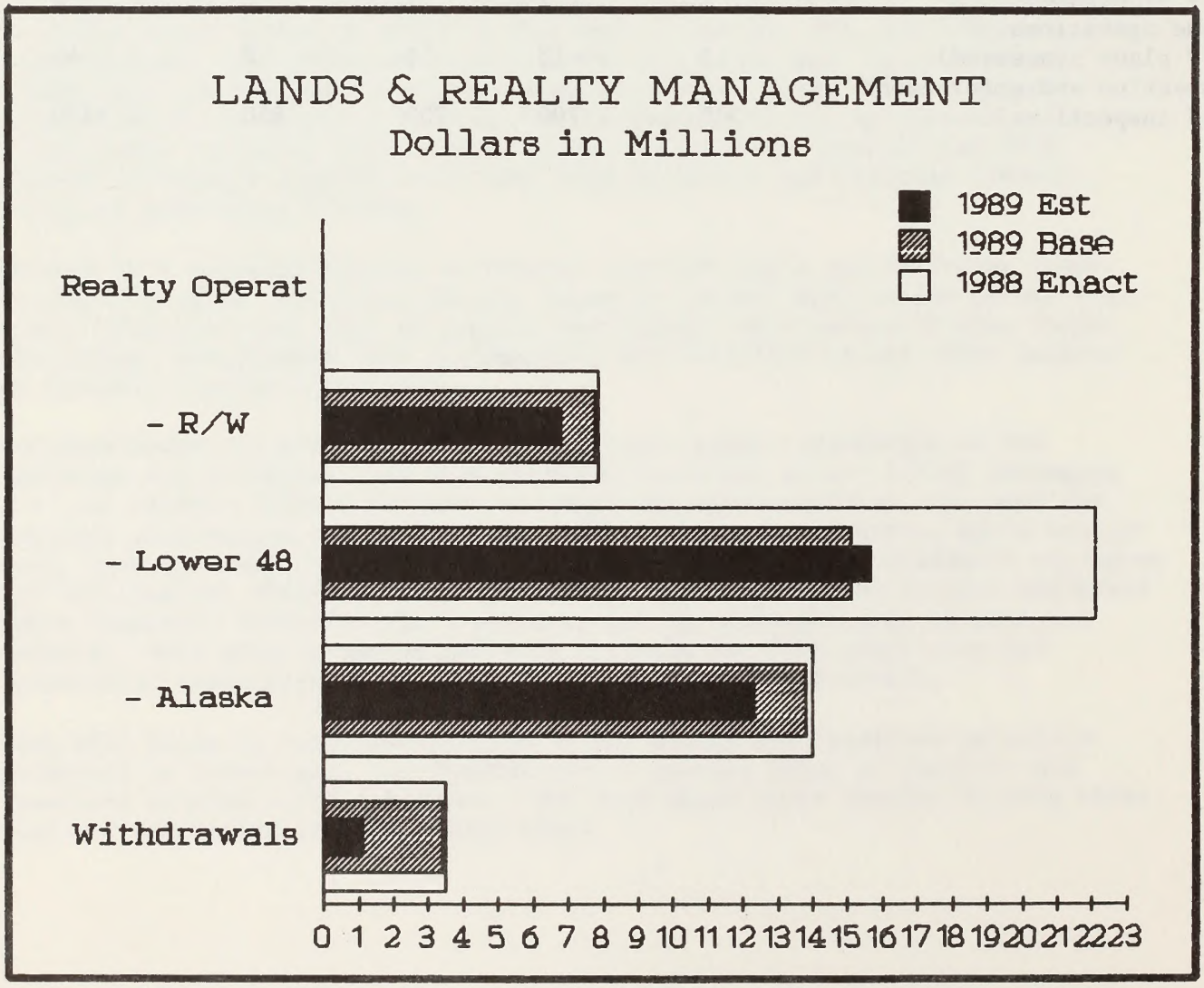
Workload Measure	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	200	50	50	---	-50
Plan amendments (# completed)	40	40	40	30	-10
Environmental statements (# completed)	2	2	2	2	---
Pre-lease notices/prospecting permits (# processed)	8	8	8	6	-2
Noncompetitive leasing (# processed)	7	7	7	2	-5
Lease operations (# plans processed)	15	15	15	18	+3
Inspection and enforcement (# inspections)	500	700	700	850	+150

Activity Summary

Activity: Lands and Realty Management

(Dollars in thousands)

Subactivity	1987 Actual B.A.	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Realty Operations	39,583	44,031	36,698	34,798	-1,900
Withdrawal Processing and Review	3,599	3,465	3,448	1,048	-2,400
Total	43,182	47,496	40,146	35,846	-4,300



Justification of Program and Performance

Activity: Lands and Realty Management
Subactivity: Realty Operations

(Dollar amounts in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
Rights-of-Way	$	7,891	7,769	6,769	-1,122	-1,000
	(FTE-T)	(216)	(216)	(197)	(-19)	(-19)
Lower 48 Lands Program	$	22,137	15,111	15,711	-6,426	+600
	(FTE-T)	(488)	(403)	(417)	(-71)	(+14)
Alaska Lands Program	$	14,003	13,818	12,318	-1,685	-1,500
	(FTE-T)	(254)	(254)	(235)	(-19)	(-19)
Total Requirements	$	44,031	36,698	34,798	-9,233	-1,900
	(FTE-T)	(958)	(873)	(849)	(-109)	(-24)

Authorization

43 U.S.C. 1701
P.L. 94-579 — The Federal Land Policy and Management Act (FLPMA) of 1976 authorizes the Secretary:

43 U.S.C. 1711 - to prepare and maintain inventories of all Public Lands;

43 U.S.C. 1713 - to sell a tract of Public Land if the sale of such tract meets certain disposal criteria (FLPMA Section 203);

43 U.S.C. 1716 - to exchange Public Lands if the public interest will be well-served by making that exchange (FLPMA Section 206);

43 U.S.C. 1719 - to convey Federally owned mineral interests to the surface owner (FLPMA Section 209);

43 U.S.C. 1721 - to convey omitted Public Lands to a qualified occupant if it is in the public interest to do so;

43 U.S.C. 1732 - to manage the use, occupancy, and development of the Public Lands through leases and permits (FLPMA Section 302);

43 U.S.C. 1733 - to protect and manage Public Lands against willful and knowing violation of regulations, including trespass;

43 U.S.C. 1761, 1771 - to determine suitability of Public Lands for rights-of-way purposes (other than those for oil and gas pipelines) to specify the boundaries of each rights-of-way (FLPMA Sections 501 and 511).

30 U.S.C. 185	Section 28 of the Mineral Leasing Act (MLA) of 1920, as amended, P.L. 66-146 authorizes the Secretary to determine suitability of Public Lands for oil and gas pipeline rights-of-way.
43 U.S.C. 321-323	The Desert Land Act of 1877 provides for authority to reclaim arid and semi-arid Public Lands of the Western States through individual effort and private capital.
43 U.S.C. 315	Section 7 of the Taylor Grazing Act authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964, and to open lands as appropriate to entry, selection, or disposal after classification. 1/ Disposal, settlement, or occupation of such lands is not permitted before classification and opening.
43 U.S.C. 1601 et. seq.	The Alaska Native Claims Settlement Act authorizes and directs the Secretary to withdraw, 2/ to classify or reclassify lands in Alaska, and to open such lands as appropriate after classification and to convey approximately 44 million acres to Alaska Native Corporations.
43 U.S.C. 869	The Recreation and Public Purposes Act of 1926, as amended, authorizes the Secretary to classify Public Lands for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.
49 U.S.C. App. 211-213	The Act of May 24, 1926, as amended, authorizes the Secretary to lease contiguous unreserved and unappropriated Public Lands (not to exceed 2,560 acres) for a public airport.
43 U.S.C. 687b	The Act of August 30, 1949, as amended, authorizes the Secretary to dispose of Public Lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.

1/ Executive Order 6910 (November 26, 1934) and Executive Order 6964 (February 5, 1935) withdrew all Public Lands, with certain exceptions (including Alaska), from settlement, location, sale or entry under the nonmineral public land laws.

2/ Under various Public Land Orders, Public Lands in Alaska are subject to classification and reclassification and have been withdrawn from all forms of appropriation under the public land laws, with some exceptions, including State selections, location and entry under the mining laws, except locations for metalliferous minerals (30 U.S.C. 2); and leasing under the Mineral Leasing Act of February 25, 1920, as amended (30 U.S.C. 181-287).

16 U.S.C. 1277	Section 6(d) of the Wild and Scenic Rivers Act authorizes the Secretary to exchange or dispose of suitable Federally-owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.
49 U.S.C. 2215 P.L. 97-248	Section 516 of the Airport and Airway Improvement Act of September 3, 1982 authorizes conveyance of lands to public agencies for use as airports and airways.
43 U.S.C. 4321, 4331-4335, 4341-4347	The National Environmental Policy Act of 1969 requires the preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.
16 U.S.C. 460Y P.L. 91-476	The King Range Act of 1970 authorizes the acquisition and exchange of lands in the King Range National Conservation Area.
94 Stat. 3381	Public Law 96-586 (Burton-Santini Act) authorizes and directs the Secretary to sell not more than 700 acres of Public Lands per calendar year in and around Las Vegas, Nevada, the proceeds of which are to be used to acquire environmentally-sensitive lands in the Lake Tahoe Basin of California and Nevada.
43 U.S.C. 641	Section 4 of the Carey Act of August 18, 1894, authorizes the Secretary, with the approval of the President, to patent to States, desert lands which are reclaimed, cultivated, and settled.
16 U.S.C. 3101 et. seq. P.L. 96-487	The Alaska National Interest Lands Conservation Act (ANILCA) of 1980, as amended, provides for the designation, management, and conservation of certain Public Lands in the State of Alaska, including a national recreation area, a national conservation area,and wild and scenic rivers, and for other purposes.
48 U.S.C. Chap. 2 note P.L. 85-508, as Amended	Alaska Statehood Act of 1958 provides for the admission of the State of Alaska into the Union and authorizes and directs the Secretary of the Interior to transfer approximately 104.5 million acres to the State.
98 Stat. 153 P.L. 98-408	Public Law 98-408 (Zuni Act) authorizes the Secretary to acquire, through purchase or exchange, certain private lands and to convey such lands to the Zuni Indian Tribe for religious purposes.

RIGHTS-OF-WAY

Objectives

The major objectives of the rights-of-way (ROW) program are to:

- Facilitate the development of energy and nonenergy resources in the public interest by prompt processing and granting of rights-of-way and temporary use permits for facilities over, upon, under or through Federal lands for transportation or other systems uses or facilities;

- Ensure that ROW uses and temporary land use permits are compatible with multiple use management objectives for Federal lands through use of environmental review and assessment, and, resource management planning processes, the establishment and use of rights-of-way corridors, and coordination with other Federal and local jurisdictions; and

- Collect the appropriate case processing and monitoring cost recovery and use rental payments authorized by statute and implemented by regulations (43 CFR 2808; 43 CFR 2883).

Base Program

The rights-of-way (ROW) program is funded through a combination of appropriated funds and a fee structure defined by regulation. Fees are made available for use in the "Service Charges, Deposits, and Forfeitures" (SCDF) indefinite appropriation. The 1989 base funding level in Management of Lands and Resources (MLR) is $7,769,000 and 216 FTE. The base funding level from the SCDF indefinite appropriation is $2,100,000 and 24 FTE. Together, both appropriations provide total base program of $9,869,000 and 240 FTE for the ROW program.

The primary workload is the processing and granting of rights-of-way and ancillary temporary use permits associated with energy and nonenergy uses of Federal lands. Applications for these uses are made by individuals, corporations, utility companies, associations, and State and local governments. Such applications are for a wide range of developments, such as the construction and operation of oil and gas pipelines, power transmission lines, energy development and distribution facilities, access roads, communication sites, ditches, and water pipelines. In some cases, the applications are made to authorize an existing but unauthorized use.

Workload in the ROW program is divided between casework and non-casework functions. Non-casework includes functions such as pre-application review, corridor planning, research, managerial direction, training, and other aspects of program management not directly associated with a specific case. All of this work is funded from the MLR appropriation.

Casework is the effort in response to an application, including preliminary investigations, analyzing alternative location possibilities, preparation of environmental assessments, appraisals, development of special stipulations, issuance of ROW grants and temporary uses, and monitoring the construction to ensure compliance with grant or permit terms and conditions.

The funding source for casework is a function of the law under which application is made, the status of the applicant, and procedures and schedules defined in the regulations (43 CFR 2808 and 2883) implemented on August 7, 1987. These regulations generally divide categories for cost recovery into major and minor classifications for both FLPMA and MLA types of rights-of-way. The schedule in the regulations is periodically updated with field studies of actual costs by case size. Since there is a time lag between the studies and implementation, fee schedule charges may not cover the Bureau's actual current costs of processing a ROW. When this occurs, costs exceeding the amount received through the fee schedule must be funded from the MLR appropriation.

When the applicant for a right-of-way is a State government, local government or agency who will use the grant for governmental purposes, the case is considered non-reimbursable, regardless of the law under which the application is made, and processing is funded from the MLR appropriation. When the application is a private individual or corporation, the funding is cost recoverable and subject to the fee schedules in the regulations.

For applications processed under MLA, full actual cost recovery is allowed, and funding would be derived from fees covered into the "Service Charges, Deposits, and Forfeitures" appropriation. For applications processed under FLPMA, charges are adjusted for the "reasonableness" criteria contained in Section 304(b) of FLPMA [43 U.S.C. 1732 (d)]. These adjustments are made for actions which are not for the exclusive benefit of the applicant (including appraisals, inventories, and environmental studies which must be completed to process the application), and result from construction of the facilities separate and apart from the actual ROW grant or permit. The costs of such adjustments are considered non-reimbursable and are funded from the MLR appropriation.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	7,769	6,769	-1,000
(FTE)	(216)	(197)	(-19)

A program decrease of $1,000,000 and 19 FTE is proposed. Approximately $300,000 of the decrease results from the completion in 1988 of the backlog of rental decisions requiring reappraisal and re-billing. Due to delays in publication of the final rental regulations, all reappraisals will not be completed in 1988 as originally scheduled. An estimated 2,000 reappraisal cases will be carried forward into 1989. This is a reduction of 3,700 cases from the 1988 level of accomplishments.

Current estimates indicate a reduction in the overall activity within the rights-of-way program which is anticipated to continue through 1989. Approximately $300,000 of the proposed decrease results from an expected reduction (about 100 cases) in MLA rights-of-way applications and from increased processing efficiencies that will be achieved. Another $200,000 of the reduction will result from a decrease of 200 FLPMA right-of-way applications.

The remaining $200,000 decrease results from deferral of processing 100 lower priority non-reimbursable cases.

The number of actions which will be processed in the ROW program at the estimated total 1989 funding level of $8,469,000 and 216 FTE (including $1,700,000 and 19 FTE from cost recovery in the SCDF indefinite appropriation) is shown in the table below.

Rights-of-Way Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and 1989 Base and Estimate funding levels are as follows:

Workload Measures	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
MLA applications: (Number of cases processed)					
- Minor	537	800	800	700	-100
- Major	20	25	25	25	---
FLPMA applications: (Number of cases processed)					
- Minor	1,637	2,100	2,100	1,900	-200
- Major	50	50	50	50	---
Non-reimbursable (Number of cases processed)	510	700	700	600	-100
Pre-application work (Number of cases)	3,106	3,175	3,175	3,175	---
Reappraisal backlog (Number of cases)	2,000	5,700	5,700	2,000	-3,700

Distribution of change by object class

The object class detail for the proposed decrease of $1,000,000 and 19 FTE is as follows:

	FTE	Amount
Personnel compensation	19	$ 570,000
Personnel benefits		114,000
Travel and transportation of persons		83,000
Transportation of things		75,000
Communications, utilities, and miscellaneous charges		18,000
Printing and reproduction		10,000
Other services		65,000
Supplies and materials		35,000
Equipment		30,000
Total		$1,000,000

LOWER 48 LANDS PROCRAM

Objectives

The major objectives of the Lower 48 Lands program are to:

- Complete priority land exchanges for both state and private land tenure adjustments as necessary to consolidate ownerships; facilitate management efficiencies for Public, State, and private lands; enhance revenues; and meet needs for community, commercial and industrial growth;

- Identify, record and resolve unauthorized use of Public Lands through: 1) use authorization, 2) sale or exchange of the lands in trespass, or 3) termination of the unauthorized use;

- Respond promptly and effectively to the requirements of specific legislation and legislative mandates affecting land disposals;

- Respond promptly to public inquiries regarding Public Land availability, status and use, or information on public land laws and regulations;

- Meet public needs for land use authorizations and process all pending lands program cases;

- Offer for sale those land tracts that meet statutory provisions or are identified in resource management plans for disposal in order to improve land ownership patterns, to improve cost effectiveness, to dispose of lands no longer required for federal programs, and to meet expanding community and regional growth needs; and

- Process the residual pending cases of the Desert Land Entry program, and bring current Desert Land Entry application processing.

Base Program

Base funding for the Lower 48 Lands program is $15,111,000 and 403 FTE.

The base program provides service to the public, State, local and other Federal agencies by authorizing land uses 1/, adjusting land tenure through exchange, and completing land disposal actions 2/. Also included in this program is the operation of the current manual systems for maintaining the official public lands records and the work of responding to public inquiries about public lands status, use, and acquisition.

1/ The category of Land use authorization includes: (1) the lease or conveyance of land to state and local government agencies and non-profit entities under the Recreation and Public Purposes Act, and (2) use authorization to non-federal entities under Section 302(b) of FLPMA.

2/ Land disposal is the patenting (transfer of ownership) through sale under Section 203 of the Federal Land Policy and Management Act or other conveyance authorities such as the Desert Land Act, Airport and Airways Act, etc.

Land Tenure Adjustments

As remaining entitlements under the State indemnity selections statutes approach completion, the States are turning increasingly to land exchanges to meet use demands and to consolidate their land holdings. Exchange opportunities are identified in completed land use plans, and by other agencies as a means of consolidating ownership, eliminating unmanageable inholdings, and enhancing the management of both Federal and non-federal properties.

At the Base level, approximately $3.4 million is used to process multiple-use management exchanges. These exchanges occur throughout the western States with Public Lands. At the base level, 426,000 acres would be exchanged with States and 211,000 acres of private exchanges would occur. Action would also be initiated on exchange proposals which would be consummated in 1990 and 1991. Because of the size and complexity of many exchanges, multiple year planning for major actions is necessary.

The base program for 1989 is as follows:

	State Exchanges		Private Lxchanges		
State	Acres	Number of Exchanges	Acres	Number of Exchanges	Total Estimated Cost
Arizona	210,000	5	30,000	5	$ 650,000
California	10,000	2	37,000	5	335,000
Colorado	3,000	3	7,000	15	370,000
Idaho	32,000	4	8,000	6	307,000
Montana	53,000	8	29,000	22	338,000
Nevada	0	0	12,000	6	172,000
New Mexico	101,000	2	46,000	1	530,000
Oregon	8,000	1	26,000	15	393,000
Utah	1,000	1	3,000	4	159,000
Wyoming	8,000	1	13,000	2	96,000
Total	426,000	27	211,000	81	$3,350,000

Under FLPMA requirements, the land to be acquired in an exchange would have to be in the same State as the Public Land proposed for exchange. FLPMA also requires that exchanges be of equal appraised value, although equalization may occur by the payment of money to the grantor or to the Secretary concerned as the circumstances require, so long as payment does not exceed 25 percent of the total value of the lands or interests transferred out of Federal ownership. Because the individual circumstances, values and resource factors constantly change in the negotiation process, the exact lands and values in individual exchanges vary constantly from one proposal to the next.

Land Disposals

The BLM will convey 10,000 acres of Public Land to State governments under the State Indemnity Program in 1989. This is consistent with Secretarial policy and the Memorandum of Understanding with the State Land Commissioners Association.

At the Base level, land sale offerings under the authority of Section 203 of FLPMA would be 11,000 acres in 1989. However, it is anticipated that there will be a decline in public interest in land sales because the most favorable

tracts previously identified in land use plans have already been sold. As the remaining isolated tracts are posted for sale, the task of locating a willing buyer will become more difficult. Consequently, at the 1989 Estimate level, the Bureau plans to offer 8,000 acres for sale under FLPMA, a decrease of 3,000 acres from the 1988 level.

Work will continue on land sales under the Burton-Santini Act, which provides for the offering for sale of 700 acres annually in Clark County, Nevada.

At the 1989 level, 229 Desert Land Entry (DLE) applications will be resolved. The decrease from 1988 reflects the depressed agricultural economy and the high cost of developing new irrigated farming operations. Another factor affecting the number of DLE applications is the lack of available water for irrigation as controlled and adjudicated by the respective States.

Land Use Authorizations

Land use authorizations under FLPMA Section 302(b) provide for private use of public lands through lease, permit or easement authorizations. Land use permits, FLPMA leases, and Recreation and Public Purposes Act (R&PP) leases provide use authorizations needed to meet public demands for non-profit uses of public land. BLM also responds to local and State government demands for growth areas and new public facilities in a timely and responsive fashion.

Unauthorized Use Prevention and Resolution

At the Base level, resolution of unauthorized use of Public Lands, including agricultural use, will continue at a slightly higher level than in 1988. Resolution of unauthorized use will be pursued in special areas such as in the California Desert Conservation Area. Under existing lease and permit regulations, short term use can be authorized pending final decision to continue to lease, to terminate use, or to sell the lands at fair market value. Inventory and recordation of trespass will require continuous efforts to keep current. Unauthorized use can be prevented by responsive resolution action and timely response to public inquiries for land status and use authorization requests.

Official Land Records

The operation, maintenance and improvement of the official public land records and the task of responding to public inquiries about Public Land status, use and acquisition is a fundamental public service of the lands program. Other Bureau programs are, likewise, dependent on these records. Improvement will occur through the Automated Land and Mineral Records System (ALMRS) initiative. The collection and automation of legal land description and status data are fundamental parts to the foundation of the ALMRS project. Beginning in 1989, the total ALMRS project is funded within the Data Management program where a complete description of the project can be found. The lands program, as all other Bureau programs that depend on accurate land descriptions, will become more efficient and effective as ALMRS is implemented. A base adjustment of $6,756,000 has been made as a result of moving the total ALMRS program into the data management subactivity.

Until ALMRS is fully implemented in 1992, the responsibility for maintaining the existing land records system continues to be funded through the lands program. Additionally, maintaining up-to-date case management data and input into the on-line case recordation and access (ORCA) system for the lands data base is a responsibility of this activity as the benefiting program subactivity.

Increase from the 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	15,111	15,711	+600
(FTE)	(403)	(417)	(+14)

An increase of $600,000 and 14 FTE is proposed for the Lower 48 Lands program.

The $600,000 increase will provide for increased unauthorized use resolution and prevention, and will result in closing an additional 600 cases over the 1989 base level of 665 cases. This increase will intensify the Bureau's efforts for inventory of agricultural and occupancy unauthorized uses. Of the 600 additional cases to be resolved, 100 will be within the California Desert Conservation Area.

Unauthorized use basically takes the form of unauthorized agricultural or occupancy use. Unauthorized occupancy use is either residential occupancy or mining claim occupancy. Recent data indicate that there are 1,875 confirmed cases of unauthorized agricultural use (involving 32,300 acres). A preliminary inventory in 1988 found an estimated 1,700 cases of unauthorized residential occupancy and 870 cases of unauthorized mining claim occupancy. These are tentative numbers which may increase as more effort is spent on inventory of these types of cases at the field level.

Perpetuating unauthorized use without a program of resolution and abatement causes numerous impacts to other Public Land resources values. Cultural resources or wildlife habitat can be damaged without any plan for mitigation. Legitimate authorized uses are pre-empted and potential revenues are lost. For example, Public Lands occupied by an occupancy trespass are not available for mineral leasing or legitimate land leasing. Other impacts include the opportunity costs of denied public access for recreation uses, potential safety problems and public controversy. In terms of land rent, if the unauthorized use represents legitimate use of Public Lands, the potential revenue lost is estimated to exceed $3,000,000.

Lower 48 Lands Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Recreation and Public Purposes (R&PP) leases and patent applications (cases)	238	176	158	158	---
State indemnity selections (000's acres)	15	10	10	10	---
Exchanges (000's acres):					
State	306	426	426	426	---
Private	73	211	211	211	---
Desert land entries (cases)	235	250	229	229	---
Public land offered for sale (000's acres)	10	11	11	8	-3
Burton-Santini Act offers (acres)	0	700	700	700	---
Unauthorized use (cases)	632	650	665	1,265	+600

Distribution of change by object class

The object class detail for the proposed increase of $600,000 and 14 FTE is as follows:

	FTE	Amount
Personnel compensation	14	$420,000
Personnel benefits		84,000
Travel and transportation of persons		40,000
Transportation of things		15,000
Communications, utilities, and miscellaneous charges		11,000
Printing and reproduction		5,000
Other services		10,000
Supplies and materials		10,000
Equipment		5,000
Total		$600,000

ALASKA LANDS PROGRAM

Objectives

The major objectives of the Alaska Lands Program are to:

- Utilize the patent plan process to transfer land title to Native corporations and the State of Alaska;
- Process Native allotment parcels in Alaska to the point of approval for survey, and issue certificates to qualified Alaska Native Allotment applicants after survey;
- Conduct land exchanges to improve the overall land pattern for the Department of Interior in Alaska;
- Process other lands cases in order to expedite the conveyance of lands to the State of Alaska, Native corporations, and individuals;
- Complete actions resolving title conflict on townsite lands;
- Manage easements reserved under the ANCSA; and
- Continue the development of AALMRS (Alaska Automated Land and Mineral Record System) to meet the needs of conveyance and land management programs and to be coordinated with the ALMRS initiative.

Base program

Base funding for the Alaska Lands Program is $13,818,000 and 254 FTE.

Title Transfers

The base program in Alaska encompasses a number of different realty actions, but the primary focus is on completion of title transfers to the State of Alaska and Native Corporations. In 1986, the patent plan process was initiated to improve the efficiency of land title adjudication and surveys, and to increase the acres transferred through patents. This is a coordinated effort between the BLM lands and cadastral survey programs in Alaska. The plan calls for the identification of a geographic area, or "window", and a concentrated effort to complete all needed adjudication of inholdings in the "window".

At the Base level, the program will emphasize providing patents through the title transfer process. By the end of 1989 the State of Alaska will have received patent to approximately 31 percent of their entitlement. Cumulative title transfers involving combined patent and tentative approvals for the State of Alaska are expected to be more than 85 million acres or approximately 81 percent of the total entitlement by the end of 1989. Alaska Native Corporations will have received patent to approximately 24 percent of their entitlement. For Native Corporations, combined interim conveyances and patent will be more than 35 million acres or approximately 80 percent of their total entitlement by the end of 1989.

The majority of the entitlement lands have been transferred either to the State through Tentative Approvals or to the Native Corporations through Interim

Conveyances. A significant patent workload, however, remains to complete the conveyance of lands to both the State of Alaska and the Alaska Native Corporations. The base program will support the continued activity of the patent plan process and will achieve a substantial level of land transfers. Emphasis is now on completing patents to both the State of Alaska and also to Native Corporations.

The projected Alaska conveyance schedules are:

(acres in millions)

NATIVE CORPORATIONS	Thru 1986 1/	1987	1988	1989	Future
Interim Conveyances					
Annually	1.0	0.5	0.5	0.1	8.3 2/
Cumulative Total	34.6	35.1	35.6	35.7	44.0
Patent *					
Annually	1.5	.2	1.6	4.0	33.3 2/
Cumulative Total	4.9	5.1	6.7	10.7	44.0
STATE					
Tentative Approval					
Annually	1.4	0.8	0.8	0.2	18.9 2/
Cumulative Total	83.8	84.6	85.4	85.6	104.5
Patent *					
Annually	1.6	2.2	2.1	1.0	72.0 2/
Cumulative Total	27.2	29.4	31.5	32.5	104.5

* Patent acreage is directly dependent on acreage surveyed.

1/ Numbers adjusted in 1987 to reflect the submerged lands review of chargeability of certain lands conveyed to native corporations.

2/ Represents acreage remaining to be conveyed.

Under the terms of a court settlement, the State identifies in annual requests the priority lands it wants transferred. The State continues to emphasize increased patent issuance on these priority lands rather than large title transfer acreages. Village corporations have received title to most of the lands they selected around villages. The village corporations must now identify and place a priority on lands being allocated by regional corporations. Regional corporations must identify in priority order their remaining entitlements. Upon receipt of these priorities, BLM can transfer additional land to the Native regional and village corporations.

Native allotments are the most numerous claims which must be adjudicated and surveyed out from larger blocks of land selected by the Native corporations and the State before patent can be issued. Therefore, as a part of the patent plan process, a major emphasis is being placed on adjudication of Native allotments in the geographic "windows". The workload at the 1989 base level reflects mainly the accomplishments associated with the patent plan process.

Exchanges

Numerous exchange proposals have been made by various Native corporations, the State of Alaska and other land owners in Alaska. In addition, land use plans being completed by the BLM and other agencies contain exchange possibilities which will enhance the management of the lands. The State of Alaska and Native corporations are interested in blocking their lands or adjusting boundaries to facilitate management objectives.

Realty Actions

The resolution of townsite issues in 79 open townsites involves adjudication, cadastral survey, and realty field work, to support the BLM Townsite Trustee. BLM is seeking authority to authorize the disposal of undivided tracts and undeeded lots within unincorporated townsites. An increase in field examinations has been precipitated by the settlement of the Aleknagik, Royal Harris and Unalaska lawsuits. The major workload is being addressed. In 1987, 12 townsites were worked and approximately 250 trustee deeds were issued. The program is projected to continue at approximately this level in 1989.

In October 1986, the Alaska settlement laws expired by action of FLPMA Sections 702 and 703. The timely conclusion of the actions related to the previously initiated settlements must continue as a priority workload until all pending cases are resolved through patent, relinquishment or rejection.

Easements

Section 17(b) of the Alaska Native Claims Settlement Act of 1971 (ANCSA) authorizes the Secretary to reserve certain public easements across Native lands in Alaska. Easements are reserved at the time of conveyance in the conveyance document. The location, width, and authorized uses for the easements are specifically identified. The Native corporations want the Federal Government to specify the management principles to be applied to these easements and the responsibilities of each party in monitoring and regulating use. In addition, various Federal agencies other than BLM are concerned about the management of those easements accessing land under their jurisdiction. A coordinated effort by NPS, FWS and BLM has been undertaken to inventory the easements. Easement management (location and marking) will follow with emphasis first on high-use areas.

Automation

Maintaining the Alaska Automated Land and Mineral Record System (AALMRS) is a high priority activity to support the land conveyance and minerals programs. The AALMRS will continue development to ensure compatibility with the Bureauwide Automated Land and Mineral Record System (ALMRS).

Decrease from the 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	13,818	12,318	-1,500
(FTE)	(254)	(235)	(-19)

At the 1989 Estimate level, BLM will continue to accomplish the land transfer program and other high priority lands activities. Despite the proposed decrease of $1,500,000 and 19 FTE from the 1989 Base level, conveyances to both the State of Alaska and the Alaska Native corporations will remain on target with the patent plan process. Certain lands casework involved with the patent plan process, however, will be deferred. The deferred casework includes field examinations, case review and adjudicative review of selections within the patent plan "windows". These deferred cases are in the early stages of the patent plan process. The results of deferred casework will be to convey less acreage in 3 to 5 years, but no decreases in conveyances would occur in 1989.

The proposed funding level will also reduce discretionary land use authorizations by 17 cases as effort is placed on accomplishing higher priority work.

Alaska Lands Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measures	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Native conveyances (million acres)	0.7	2.1	4.1	4.1	---
State conveyances (million acres)	3.2	2.9	1.2	1.2	---
Native allotments (parcels)	448	350	350	350	---
Land use authorizations (cases)	153	158	147	130	-17
Land tenure adjustments *(cases)	50	30	30	30	---
Unauthorized use (cases)	13	24	24	24	---

* These cases include exchanges, FLPMA sales, jurisdictional transfers, and title resolution.

Distribution of change by object class

The object class detail for the proposed decrease of $1,500,000 and 19 FTE is as follows:

	FTE	Amount
Personnel compensation	19	$570,000
Personnel benefits		145,000
Travel and transportation of persons		200,000
Transportation of things		100,000
Communications, utilities, and miscellaneous charges		25,000
Printing and reproduction		25,000
Other services		350,000
Supplies and materials		75,000
Equipment		10,000
Total		$1,500,000

Activity: Lands and Realty Management
Subactivity: Withdrawal Processing and Review

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
$	3,465	3,448	1,048	-2,417	-2,400
(FTE-T)	(75)	(75)	(25)	(-50)	(-50)

Authorization

43 U.S.C. 1712, 1714
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976, sections 202(d), 204(a) and 204(1), has the following major provisions:

43 U.S.C. 1712(d)

Section 202(d) provides that land classifications are subject to review in the land use planning process. Also affirmed is the Secretary's discretion to modify or terminate any such classification when the action taken is consistent with the Bureau's land use plans. These actions are commonly referred to as modifications or terminations of classifications.

43 U.S.C. 1714(a)

Section 204(a) confers separate discretionary authority on the Secretary to make, modify, extend or revoke withdrawals in the normal course of business. These revocation actions do not require Presidential or congressional review and include withdrawals sought to be revoked prior to the passage of FLPMA 204(1) or to permit a subsequent action taken in the ordinary course of business. These actions are commonly referred to as revocations of withdrawals.

43 U.S.C. 1714(1)

Section 204(1) requires the Secretary to review certain withdrawals in the 11 Western States by October 1991 to determine whether and for how long existing withdrawals should be continued. Under this authority, the Secretary may terminate withdrawals only upon recommendation of the President and following review by Congress. These actions are commonly referred to as withdrawal reviews.

43 U.S.C. 869

The Recreation and Public Purposes Act of 1926, as amended, authorizes the Secretary to classify Public Lands for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.

43 U.S.C. 315 P.L. 73-482	Section 7 of the Taylor Grazing Act authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964 1/ and to open lands, as appropriate, to entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening.
43 U.S.C. 1602(e), 1601 note P.L. 92-204	The Alaska Native Claims Settlement Act (ANSCA), section 3(e), provides that the lands in Alaska withdrawn for the administration of any Federal installation will be the smallest practicable tract as determined by the Secretary of the Interior, and section 12(b) provides for withdrawals and withdrawal review pursuant to the Cook Inlet Region Incorporated (CIRI) entitlement settlement.
16 U.S.C. 3148, 30 U.S.C. 181 note P.L. 96-487	Section 1008 of the Alaska National Interest Lands Conservation Act mandates a review of withdrawals and other types of segregations and establishes a schedule of opening of Public Lands to operation of the general land laws, mineral leasing and mining.
43 U.S.C. 31(a)	The Act of March 3, 1879, authorized classification of Public Lands.
16 U.S.C. 818	Section 24 of the Federal Power Act as amended, allows other uses of Federal waterpower withdrawals with Federal Energy Regulatory Commission approval.
43 U.S.C. 156 P.L. 85-337	The Engle Act of February 28, 1958, provides that withdrawals for the Department of Defense for more than 5,000 acres shall be made by Congress.

Objectives

Major objectives for withdrawal review and processing are:

- Process new withdrawal applications (made under FLPMA or other authorities such as the Engle Act) on a current basis;
- Continue review of other agency withdrawals as mandated by FLPMA based on mutually approved existing schedules by 1991;
- Continue withdrawal revocation processing on a current basis;
- Complete review of all BLM classification orders by 1991;
- Continue review of waterpower and water storage withdrawals to be completed in 1993.
- Continue with the processing and review of withdrawals in Alaska.

1/ Executive Order 6910 (November 26, 1934) and Executive Order 6964 (February 5, 1935) withdrew all Public Lands, with certain exceptions (including Alaska), from settlement, location, sale or entry under the non-mineral public land laws.

Base program

The 1989 Base for withdrawal processing and review is $3,448,000 and 75 FTE.

Review, Revocation and Processing

A major program workload is to review systematically and expeditiously land withdrawals and classifications to ensure that there are no unnecessary closures to appropriate public land uses. The Federal Land Policy and Management Act (FLPMA), section 204(l) requires a comprehensive 15-year review of certain withdrawals of Federal lands in the 11 Western States, exclusive of Alaska. FLPMA also requires that all applications for withdrawals pending at the time of passage of FLPMA be processed by 1991. All withdrawal applications filed after passage must be processed within 2 years to limit the segregative effect of the applications and to limit the amount of time that Public Lands may be unavailable for other uses. A part of the base program goes towards processing applications on a current basis.

On July 15, 1985, the National Wildlife Federation (NWF) filed suit in the U.S. District Court for the District of Columbia alleging that BLM's conduct of withdrawal review was not in concert with the intent of Congress. On February 10, 1986, the District Court issued an Order granting the NWF motion for a preliminary injunction and preventing the Secretary from completing final action on withdrawal reviews. The impact of that order has been significant and a major effort is required to be responsive to Court requests for information and other requirements.

Actions allowed by the terms of the Preliminary Injunction Order continue to affect the program workload. New withdrawals are not affected and are processed in the usual manner. The Secretary cannot, however, terminate any withdrawals pursuant to Section 204(l) of FLPMA although the review and preparation of recommendations to BLM can continue. Under terms of the Order, all bureaus in the Department of the Interior will continue to review and make their recommendations to BLM. Other Federal holding agencies have been advised to adhere to previously agreed upon review schedules. BLM field offices are instructed to conduct on-the-ground inspections, prepare field reports, obtain rejustification statements, and prepare recommendations for future actions. The cases are retained at the field level pending a final ruling on the lawsuit. Numerous types of lands and mineral cases and actions are suspended or deferred pending resolution of the Preliminary Injunction Order. The Department had appealed the Preliminary Injunction Order in April 1987. On December 11, 1987, the United States Court of Appeals affirmed the District Court's issuance of the Preliminary Injunction Order. The Justice Department has filed a petition for rehearing.

Classifications actions under a variety of public land laws segregated approximately 160 million acres partially or wholly from entry under the public land laws, in some cases from mining and mineral leasing purposes. Classification reviews are being conducted systematically and expeditiously to ensure that there are no unnecessary closures to multiple use activities on the Public Lands.

Since 1984, BLM and other holding agencies have been working with mutually-approved schedules designed to complete review of other agency withdrawals by 1991. The withdrawal review workload for 1989 will continue to consist of the review of other agencies withdrawals up to the point of final State Director action. Successful completion of this schedule depends on the ability of other agencies to make timely submissions of their withdrawal rejustifications to the appropriate BLM State offices. BLM is making every effort to encourage the other agencies to be responsive and is providing guidance on withdrawals they should review first.

Withdrawal processing and review in Alaska includes the review of Federal holdings pursuant to Section 3(e) of ANCSA, and subsequent revocations and new withdrawals as an integral part of the entire State and Native conveyance program. Alaska's withdrawal review workload also includes revocations, restorations and transfer of jurisdiction work for other Federal agencies in Alaska.

Waterpower

The waterpower program encompasses the identification and evaluation of Federal lands with significant water and power potential. Waterpower withdrawals are reviewed to determine if the withdrawal is still essential and to maintain protection of potential water power resources. Waterpower withdrawals will be modified, revoked or terminated after the Federal Energy Regulatory Commission has had an opportunity to comment. The waterpower program also provides land managers with land use information to ensure that potential water and power site information is included in land use plans.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	3,448	1,048	-2,400
(FTE)	(75)	(25)	(-50)

The decrease of $2,400,000 and 50 FTE can be achieved by deferring workloads in withdrawal review, classification review and waterpower case review, all as a result of delays created by the pending resolution of the NWF lawsuit. An estimated 450 withdrawal review cases involving 1,400,000 acres will be deferred. The remaining 50 cases will be for priority reviews on a case-by-case basis as coordinated with other Federal agencies such as the Forest Service and Bureau of Reclamation. The estimated 5 classification actions will be based on case-by-case requests for high priority actions. The 15 waterpower studies will be for waterpower study reviews related to land use plans as compared to waterpower studies as a part of withdrawal review.

All the deferred actions will be postponed into future years. FLPMA specifies a 1991 deadline for completing withdrawal reviews, however, given the effects of the NWF lawsuit since 1985 and the expected protracted continuation of the litigation, it appears highly unlikely that the 1991 deadline would be achievable. Therefore, a much reduced effort is warranted.

Withdrawal processing cases will remain at existing levels as the Bureau will remain responsive to withdrawal processing requests as received.

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows: for 1988 and 1989 are as follows:

Program Elements	1987 Actual	1988 1/ Enacted	1989 Base	1989 1/ Estimate	Inc. (+) Dec. (-) from Base
Withdrawal processing (# cases)	55	100	100	100	---
Withdrawal review (# cases)	382	500	500	50	-450
Classification review (# cases)	0	50	50	5	-45
Waterpower cases (#)	35	100	100	15	-85

1/ The projected workloads for 1988 and 1989 could be altered significantly depending upon the nature of pending Court order(s) to be issued in the National Wildlife Federation (NWF) v. Burford et. al. lawsuit on withdrawals and classifications.

Distribution of change by object class

The object class detail for the proposed decrease of $2,400,000 and 50 FTE is as follows:

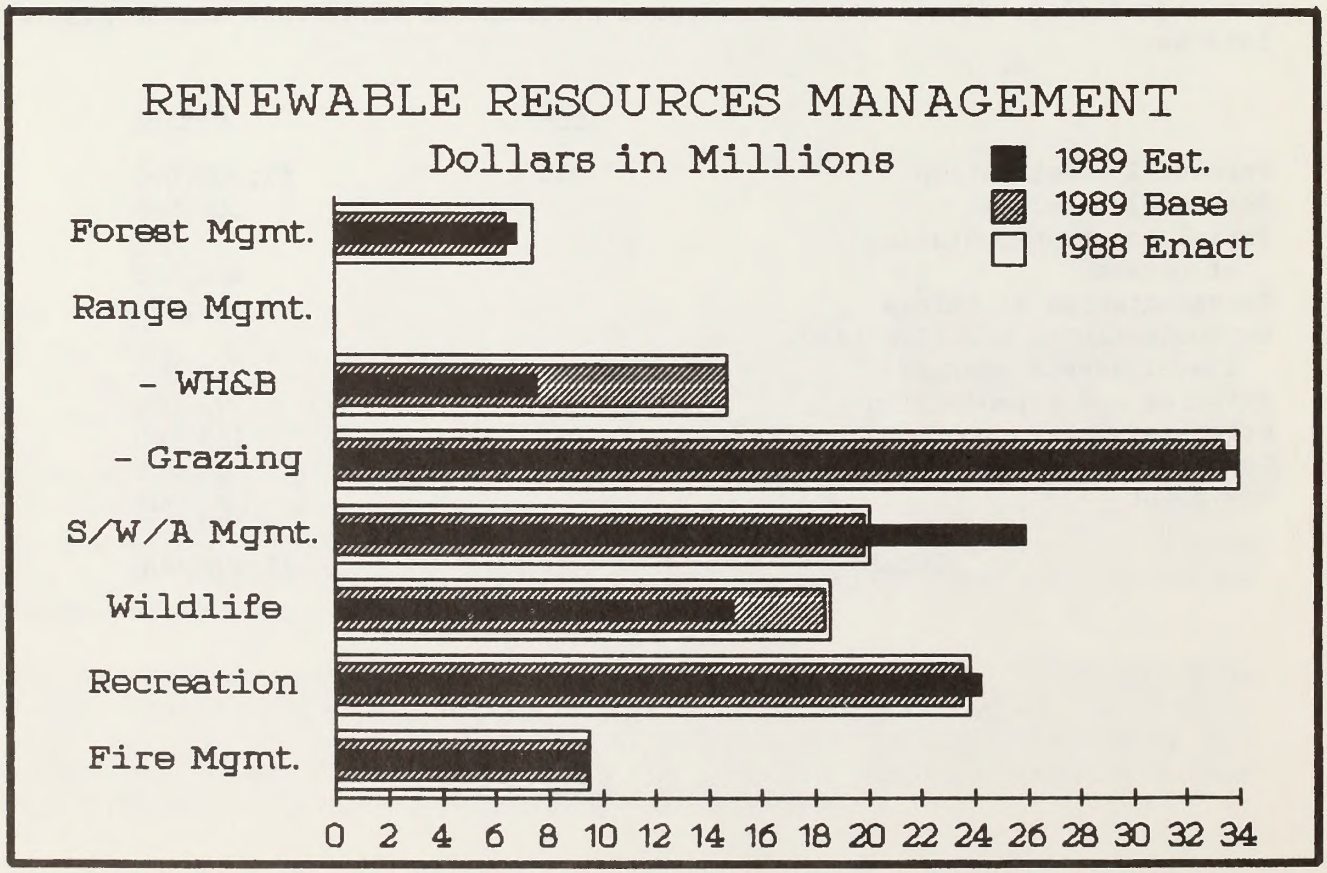
	FTE	Amount
Personnel compensation	50	$1,500,000
Personnel benefits		300,000
Travel and transportation of persons		200,000
Transportation of things		140,000
Communications, utilities and miscellaneous charges		60,000
Printing and reproduction		25,000
Other services		125,000
Supplies and materials		25,000
Equipment		25,000
Total		$2,400,000

Activity Summary

Activity: Renewable Resources Management

(Dollars in thousands)

Subactivity	1987 Actual B.A.	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Forest Management	7,081	7,381	6,378	6,778	+400
Range Management	54,733	48,661	48,087	41,437	-6,650
Soil, Water and Air Management	17,341	19,959	19,752	25,887	+6,135
Wildlife Habitat Management	16,965	18,481	18,282	14,882	-3,400
Recreation Management	23,099	23,787	23,472	24,172	+700
Fire Management	9,016	9,510	9,406	9,406	---
Total	128,235	127,779	125,377	122,562	-2,815



Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Forest Management

(Dollar amounts in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
Public Domain	$	6,467	6,378	6,778	+311	+400
	(FTE-T)	(127)	(127)	(133)	(+6)	(+6)
Western Oregon P.D.	$	914	--- 1/	--- 1/	-914	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	7,381	6,378	6,778	-603	+400
	(FTE-T)	(127)	(127)	(133)	(+6)	(+6)

Authorization

43 U.S.C. 1711, 1732
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides for management, protection, and marketing of resources on a sustained yield basis and for the preparation and maintenance, on a continuing basis, of an inventory of public land resources and other values.

16 U.S.C. 594
P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.

Objectives

The objectives of the Public Domain (P.D.) forestry program for Public Land forest resources outside of western Oregon are to:

- Maintain the health and productivity of the forests;
- Help meet the Nation's demand for forest products through the orderly and efficient sale of commercial timber and other minor forest products;
- Reforest harvested areas promptly;
- Reduce the acreage of cutover commercial forest land that is in an understocked condition (reforestation backlog); and
- Achieve or maintain favorable conditions for tree growth where economically justified through thinnings and release from competing, undesirable vegetation (timber stand improvements).

1/ A base adjustment transfers $914,000 from this appropriation to the "Oregon and California Grant Lands" appropriation.

Base program

The 1989 Base level for public domain forest management is $6,378,000 and 127 FTE. This program provides for the management and development of 1.9 million acres of commercial forest lands (CFL) which are capable of producing at least 20 cubic feet of timber per acre per year. The CFL acres are the source of commercial sawlogs harvested from BLM lands. An additional 20 million acres of Public Lands are managed as woodlands, which are plant communities in which the trees are often small and interspersed with grass and brush. The woodlands are the source of a variety of products such as fuelwood, posts/poles, Christmas trees and pine nuts.

All BLM public domain forest lands are managed under the authorities and requirements of the Federal Land Policy and Management Act (FLPMA) of 1976. BLM's forest land policy, which is based on this Act, requires management of these lands under multiple-use principles for timber production as well as other uses and values in order to achieve the widest range of benefits on a sustained basis to meet national needs. This policy highlights the importance of timber production on these lands and states that no single use may preclude other uses unless it is congressionally specified or justified in a formal finding and is in the national interest. Within this broad policy directive, BLM manages the public domain forest lands to contribute to meeting the Nation's demand for wood products and to obtain fair market value for timber and forest products use.

Under the principles of multiple use, sustained yield, and environmental protection, it is BLM policy to serve as good stewards of the public forests and woodlands. Even if the BLM does not sell timber or woodland products, the responsibility to provide a minimum level of stewardship management remains. This responsibility consists of providing basic protection of the timber resource, including trespass abatement, insect and disease control, and prevention of permanent impairment of the productivity of the land. It involves a minimum level of inventory and meeting the public demand for information. It also requires the BLM to respond to the need for timber removal for rights-of-ways or other activities which are incidental to forest management.

Commercial Forest Land Management

Commercial forest land management is practiced on the most productive 1 million acres of commercial timber lands, located primarily in California, Colorado, Idaho, Montana, Oregon, and Wyoming.

The following table shows the distribution of commercial forest land and allowable harvest by State:

State	Total Commercial Forest Land (thousands of acres)	Operating Commercial Forest Land 2/ (thousands of acres)	Allowable Harvest (Million bd.ft.)
California	241	91	21.6
Colorado	470	141	10.0
Idaho	396	219	18.0
Montana	377	221	14.0
Oregon (E.) 1/	221	182	17.5
Wyoming	218	162	6.7
Total	1,923	1,016	87.8

1/ Excludes public domain forest land intermingled with the Oregon and California Grant Lands in western Oregon.

2/ Approximately 907,000 acres have been have been withdrawn from the CFL base for wilderness review and the protection of other resource values.

The primary focus of the timber program is to manage commercial forest land (CFL) which is available for harvest to provide for the production and sale of timber as raw material to mills and other end users. The CFL available for harvest has an allowable annual harvest of about 88 million board feet (MMBF). Each timber sale is analyzed to determine if the return to the Government exceeds the costs of holding the sale. Some sales are sold even though costs exceed estimated returns. Such sales are usually held in areas either where the timber has been infected by insects and/or disease, or to facilitate other activities such as rights-of-way. A computer model has also been developed to provide for economic analysis of timber sales. This model is currently being tested in the evaluation of below cost sales. The Bureau is also conducting a thorough program review in 1988 to ensure that the funding provided is being used on the areas with the highest priority both from an economic and resource value standpoint.

The major elements of the commercial forest management component are timber sale planning, sale preparation and sale administration. Planning identifies the need for physical and legal access, cadastral survey requirements, and road design. Preparation includes sale layout, access acquisition, environmental analysis, timber cruising and appraisal, contract preparation and sale advertising. Sale administration involves conducting the sales, awarding the contracts and monitoring to ensure compliance with the terms of the timber sale contract.

An appropriate level of technical support and management expertise is also needed to conduct the forest management program. This includes multiple-use planning, inventory, and trespass abatement.

At the 1989 Base funding level of $6,378,000, approximately 60 MMBF of timber would be sold.

Forest Development

Forest development is an integral part of the commercial timber program which provides silvicultural practices needed to achieve sustained yield and support the allowable harvest. Reforestation is frequently necessary to promote regeneration of trees after harvest and to ensure that the new forest will contain the most desirable timber species. Prescribed burn and site preparation are often required prior to the actual reforestation. Land treatments are sometimes necessary so that planted seedlings can achieve full development without undue competition from other plant species which tend to proliferate in newly cut areas. Later, precommercial thinning may be necessary to remove excess trees to concentrate light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber in a given stand.

An analysis of forest development needs has indicated that backlogs of reforestation and timber stand improvement have developed through the years. This backlog was caused by several factors. Fire and insects have destroyed many stands which have not been rehabilitated. Reforestation techniques employed before the 1970's suffered a high failure rate due primarily to a lack of knowledge in both reforestation techniques and lack of proper initial stocking levels. Reliance on natural regeneration for many areas during this period also proved to be ultimately unsuccessful. Improved knowledge about reforestation techniques and stocking levels has greatly reduced reforestation failures. Additional funding in recent years, targeted for backlog reduction, has allowed BLM to better identify the situation and begin a gradual reduction in reforestation backlog acreage. The reforestation backlog has been reduced to approximately 16,500 acres, down from the initial 20,700 acres identified as backlog.

Woodland Management

The primary focus of the woodlands program differs substantially from that of the timber program. Woodlands are managed for stewardship reasons or for the production of those types of products that are generally purchased by individuals for their own consumption. In some areas where demand for these products is high, they are occasionally sold to small businesses that resell to individuals.

The BLM's woodland management policy emphasizes product sales and discourages free use. These lands are being inventoried and the variety of woodland products being sold is increasing. Activities carried out for other resource programs, such as removal of shrub stands by mechanical chaining to improve range conditions, have been redirected to yield forest product sales as well.

Sale of woodland products involves fewer activities than commercial timber sales. The activities are: (1) sale and issuance of permits, (2) consultation and establishment of product harvest areas, (3) field compliance monitoring, and (4) support activities such as environmental analyses and archeological surveys.

The following table shows the distribution of the BLM woodlands by State:

State Woodlands Distribution

State	Woodlands (thousands of acres)
Arizona	1,240
California	387
Colorado	3,536
Idaho	385
Montana	138
Nevada	6,210
New Mexico	1,721
Oregon(E)	286
Utah	6,418
Wyoming	207
Total	20,528

Increase from the 1989 Base

(dollars in thousands)

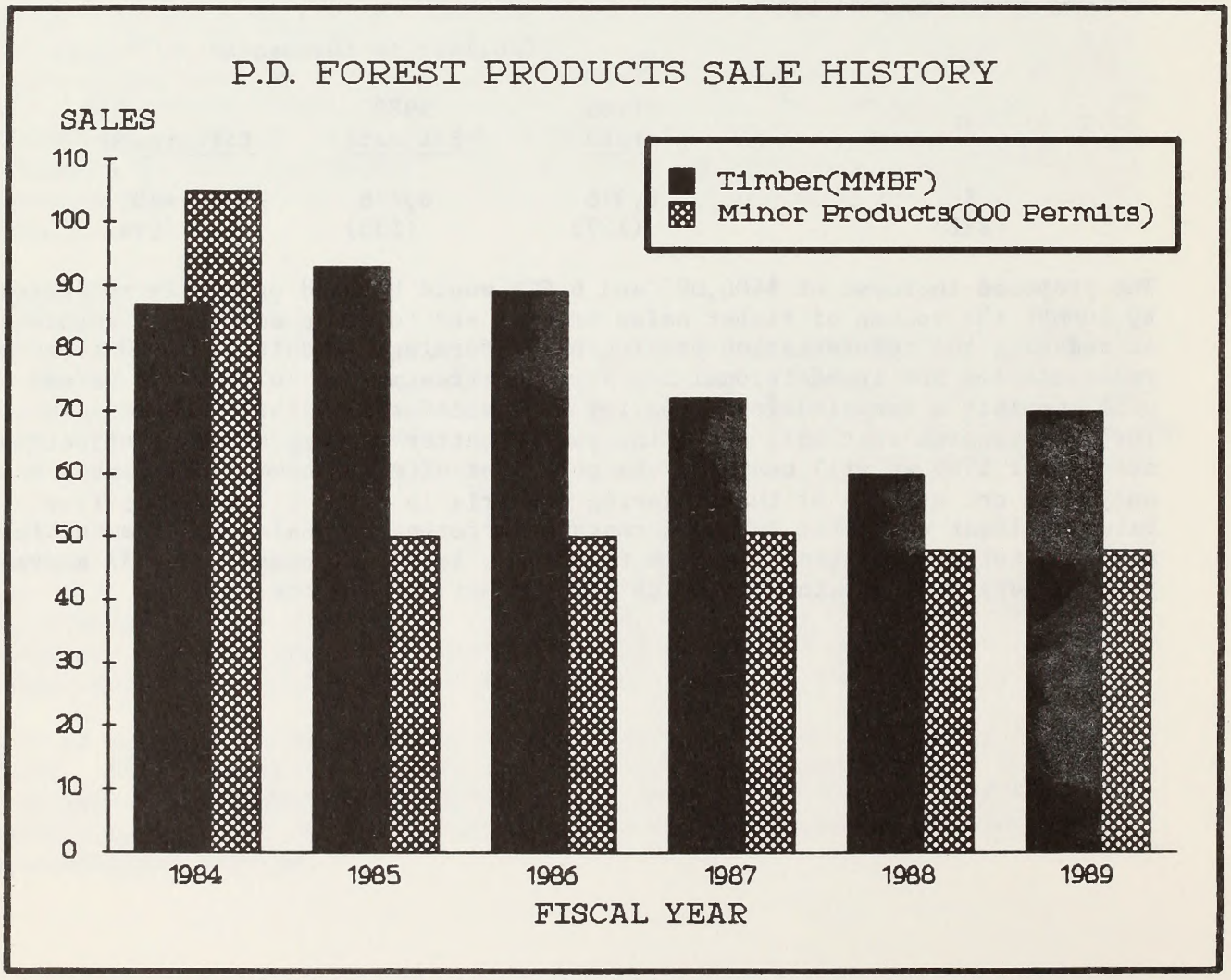
	1989 Base	1989 Estimate	Difference
$	6,378	6,778	+400
(FTE)	(127)	(133)	(+6)

The proposed increase of $400,000 and 6 FTE would be used primarily to increase by 10MMBF the volume of timber sales offered and to place additional emphasis on reducing the reforestation backlog by performing an additional 900 acres of reforestation and an additional 500 acres of treatment. In 1988 the Bureau will complete a reevaluation of policy and procedures on the public domain forestry program that will serve the public better and improve cost effectiveness. For 1989 we will continue the policy of offering commercial timber sales only when one or more of the following criteria is met: (1) revenues from sales at least cover the Bureau's costs of offering the sale, (2) communities are substantially dependent on BLM timber for local employment, or (3) harvest is necessary to maintain the health and productivity of the forest.

P.D. Forestry Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measures	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's of acres)	130	41	41	41	---
Forest plans prepared (#)	58	54	54	56	+2
Timber offered for sale (MBF)	72,178	60,000	60,000	70,000	+10,000
Other forest products (permits issued)	50,882	48,000	48,000	48,000	---
Land treatment (acres)	3,014	2,700	2,700	3,200	+500
Reforestation (acres)	2,347	2,100	2,100	3,000	+900
Timberstand improvement (acres)	1,647	1,300	1,300	1,300	---
Pest Control (acres)	399	400	400	400	---



Distribution of change by object class

The object class detail for the proposed increase of $400,000 and 6 FTE is as follows:

	FTE	Amount
Personnel compensation	6	$180,000
Personnel benefits		36,000
Travel and transportation of persons		10,000
Transportation of things		9,000
Communications, utilities, and miscellaneous charges		10,000
Other services		135,000
Supplies and materials		20,000
Total		$400,000

WESTERN OREGON

Base Adjustment

Approximately 10 percent (or 240,000 acres) of the BLM-managed forest lands in western Oregon are public domain (P.D.) lands intermingled with the revested Oregon and California (O&C) Grant Lands and Coos Bay Wagon Road (CBWR) lands. Although the intermingled public domain lands are managed under FLPMA, the actual management practices are generally the same as those implemented for the O&C and CBWR lands. With the base adjustment of the $914,000 transfer from MLR to the "O&C Grant Lands" appropriation in 1989, all of the BLM funds for the management of these intermingled P.D. forest lands in western Oregon will be provided by the O&C Grant Lands appropriation.

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Range Management

(Dollar amounts in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
Wild Horse and Burro Mgmt.	$	14,735	14,663	7,513	-7,222	-7,150
	(FTE-T)	(139)	(139)	(115)	(-24)	(-24)
Grazing Management	$	33,926	33,424	34,924	-2	+500
	(FTE-T)	(792)	(792)	(804)	(+12)	(+12)
Total Requirements	$	48,661	48,087	41,437	-7,224	-6,650
	(FTE-T)	(931)	(931)	(919)	(-12)	(-12)

Authorization

43 U.S.C. 1711, 1732, 1751, 1753 P.L. 94-579	The Federal Land Policy and Management Act of 1976 authorizes range management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It also requires the preparation and maintenance of an inventory of public land resources on a continuing basis.
43 U.S.C. 1901-1908 P.L. 95-514	The Public Rangelands Improvement Act of 1978 requires the improvement of the condition of public rangelands, research on wild horse and burro population dynamics, and other range management practices.
43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for the regulation of livestock grazing, improvement of the productive capacity of the public range, and stabilization of the livestock industry.
42 U.S.C. 1241-1243 P.L. 90-583	The Carlson - Foley Act of 1968 authorizes the agency to reimburse States for expenditures associated with coordinated control of noxious plants.
42 U.S.C. 4321, 4331, 4335, and 4341-4347 P.L. 90-190	The National Environmental Policy Act of 1969 requires the preparation of an environmental impact statement for any Federal project which may have a significant effect on the environment.
7 U.S.C. 1012-1013A P.L. 75-210	The Farm Tenant Act of 1937 ("Bankhead-Jones Act") provides for management of acquired farm tenant lands.
16 U.S.C. 1331-1340 P.L. 92-195	The Wild Free-Roaming Horse and Burro Act of 1971, as amended, provides for the management, protection and control of wild horses and burros on Public Lands.

41 U.S.C. 501 P.L. 95-224	The Federal Grant and Cooperative Agreement Act of 1977 distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes governmentwide criteria for selection of appropriate legal instruments to achieve uniformity in the use of such instruments by the executive agencies.
E.O. 12548	Provides for establishment of appropriate fees for the grazing of domestic livestock on public rangelands. Provides further that the fee shall not be less than $1.35 per animal unit month.
7 U.S.C. 148f P.L. 99-198	The Food Security Act of 1985 (section 1773) provides for the Secretary of the Interior to transfer no-year funds to the Secretary of Agriculture for Mormon cricket and grasshopper control on lands under the jurisdiction of the Department of the Interior.

WILD HORSE AND BURRO MANAGEMENT

Objectives

The objectives of the wild horse and burro program are to:

- Manage herds in accordance with land use planning decisions and continue efforts to achieve the appropriate management level, which is estimated to be between 30,000 and 31,000 animals, by 1990;

- Dispose of excess wild horses and burros in a humane and efficient manner by destruction of old, sick, or lame animals, by placing healthy adoptable animals in private care, and by disposing of excess unadoptable animals through public sale;

- Protect and manage wild horse and burros through implementation of herd management area plans and monitoring of herd areas.

Base program

The 1989 Base level for the wild horse and burro management program is $14,663,000 and 139 FTE.

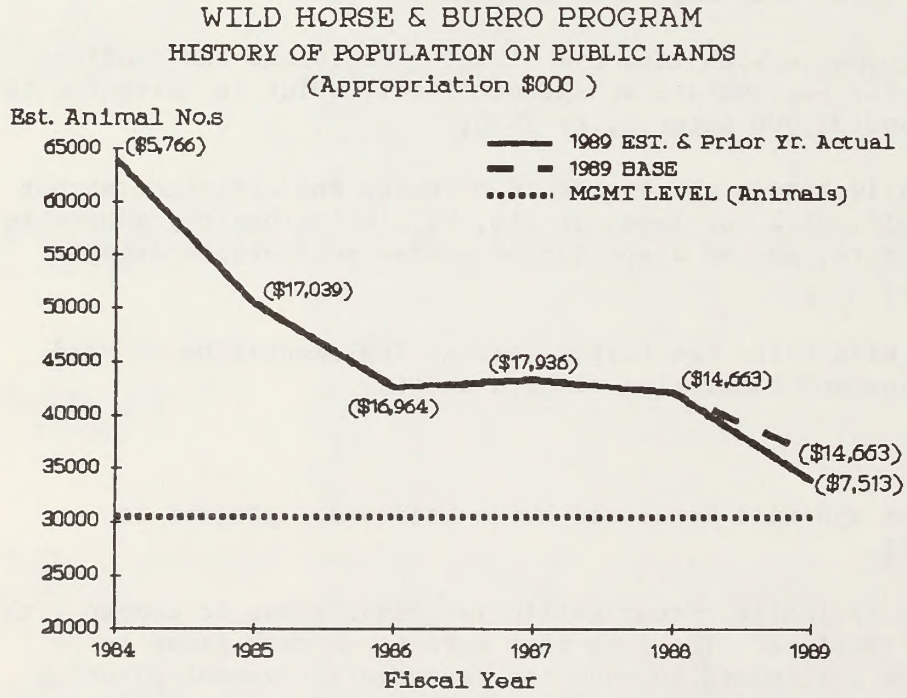
Wild horses and burros typically occupy public rangeland areas in common with wildlife species and livestock. The long-term numbers of each group to be managed in each area is determined through the resource management planning process based on the availability of resources and habitat requirements such as forage and water. Allocation decisions are subsequently monitored and adjusted if necessary. Based on the results of completion of 95% of BLM land use management planning, it is estimated that Public Lands will support between 30,000 and 31,000 wild horses and burros on about 200 herd management areas. Herd management area plans (HMAP's) will be prepared for all herd management areas to guide the management of individual herds and habitats, including monitoring requirements.

An estimated 42,100 wild horses and burros will inhabit about 200 herd areas on Public Lands at the start of 1989, this is approximately 1,200 less animals than at the start of 1988.

All healthy animals removed from the Public Lands are made available for adoption to qualified applicants for a standard fee. During 1989, adoption fees for horses will continue at $125 and the fee for burros at $75 per animal. These fees are deposited in the Bureau's "Service Charges, Deposits, and Forfeitures" account and are available through appropriation for use in the wild horse and burro program.

Regulations published in May 1984 allow the Director to waive or adjust the adoption fee for animals not considered adoptable under standard fees. This rule has been very successful in promoting the adoption of removed animals.

The Bureau will be in the 5th year of its effort to reduce the wild horse and burro populations from approximately 64,000 to the estimated appropriate management level of 30,400 in order to establish a population in balance with available Public Lands resources. The following graph shows the decline of the wild horse and burro population on Public Lands:



The 1989 Base level of funding would allow removal of 12,500 animals. The number of animals maintained in long-term holding facilities will decrease in 1988, and approximately 3,600 animals will remain in facilities at the start of 1989 at the Base level, the Bureau would continue its adoption effort and adopt approximately 13,000 animals. This effort combined with the estimated 1,250 animals which die or must be destroyed and the base removal level, would result in about 2,500 animals in maintenance facilities at the end of the year.

The Base program would also allow the Bureau to initiate an effort to develop HMAP's on 20 new areas and install the range improvement projects identified as necessary to make the plans functional.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	14,663	7,513	-7,150
(FTE)	(139)	(115)	(-24)

A decrease of $7,150,000 and 24 FTE is proposed for this program at the 1989 estimate level.

The 1989 program proposes an accelerated rate of removal over 1988 and the 1989 Base and will continue the effort to adopt as many animals as possible to reduce animal maintenance costs as well as the overall program costs. In addition, the 1989 Estimate level assumes that animals not adopted within 30 days will be sold at public auction and that sale receipts would be retained within the program to help offset 1989 costs. Legislative authority is needed for implementation of this one year only sale program and to retain the receipts for program operations. This will allow the Bureau to implement a more cost-effective program in 1989 by selling 12,500 animals that would otherwise have to be held in long-term maintenance facilities.

Additionally, the Estimate level proposes to defer most additional HMAP implementations until the appropriate management levels are reached in 1990.

Wild Horse and Burro Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measures	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Herd management area plans implemented	8	13	20	3	-17
Herd areas monitored	87	87	100	100	---
Animals removed	8,500	8,100	12,500	15,000	+2,500
Animal disposition					
Adoption	13,500	11,100	13,000	5,000	-9,000
Death	1,000	1,000	1,250	1,500	+250
Sold	---	---	---	12,500	+12,500
Compliance checks	400	500	500	500	---
Animals maintained in contract corrals (average)	8,400	5,200	3,100	1,900	-1,200
Animals maintained (EOY)	6,850	3,600	2,500	300	-2,200
Population on public lands (EOY)	43,300	42,100	36,400	33,900	-2,500

Distribution of change by object class

The object class detail for the proposed decrease of $7,150,000 and 24 FTE is as follows:

	FTE	Amount
Personnel compensation	24	$ 720,000
Personnel benefits		144,000
Travel and transportation of persons		100,000
Transportation of things		500,000
Other services		5,158,000
Supplies and materials		478,000
Equipment		50,000
Total		$7,150,000

GRAZING MANAGEMENT

Objectives

The major objectives of the grazing management program are to:

- Provide for the orderly administration of 28,160 grazing permits or leases for livestock grazing on Public Lands under the principles of multiple use and sustained yield, consistent with appropriate livestock grazing management practices;

- Conduct monitoring studies on 10,000 priority allotments to determine proper stocking levels and to evaluate the effectiveness of management actions in achieving resource management objectives;

- Establish an ecological site data baseline for developing management plan monitoring studies and determining range condition and trend;

- Categorize allotments through resource management planning and set priorities for management and development of areas designated for grazing (grazing allotments);

- Develop and implement appropriate agreements or plans for "I" category allotments within 5 years following the land use plan or grazing EIS record of decision and program summary;

- Encourage participative management with livestock operators and provide incentives for private investments in range improvements on the Public Lands;

- Maintain cooperative programs with States and counties for noxious weed control on Public Lands.

- Maintain a cooperative program with Animal and Plant Health Inspection Service (APHIS) for Mormon cricket and grasshopper control on Public Lands.

Base program

The base program for the grazing management program is $33,424,000 and 792 FTE.

BLM issues about 28,160 grazing bills annually to authorize grazing for the 4.3 million cattle, sheep, goats, and horses that depend on 170 million acres of Public Land for all or part of their yearly forage requirement. The Bureau has completed the implementation of its new automated billing system. Administration of the permits and leases includes supervision to ensure compliance with the stated numbers, time periods, terms, and conditions specified in the permit or lease. Approximately 60 workyears are required to conduct use supervision.

By 1989, BLM will have completed the 142 grazing EIS's required by the court ruling on the Natural Resources Defense Council (NRDC) et. al. v. Morton et. al. lawsuit. This completes the EIS preparation effort which began in 1975. With the completion of the grazing EIS's the Bureau will incur additional workload, particularly, in the areas of monitoring and project planning.

Monitoring provides a reliable mechanism for enabling the Bureau to determine the effects of current livestock grazing management practices, and determine if management practices are meeting resource objectives. Ecological site inventories will be conducted on 3.8 million acres for baseline data to support monitoring. Monitoring is used to analyze the changes in range condition from a baseline over time. Monitoring studies include forage utilization (a measure of the total amount of forage consumed by livestock, wildlife, wild horses, etc.), actual use (the number of livestock on the range), trends (changes in plant indicators such as frequency, density, etc.) and climate (measured precipitation). These monitoring techniques are applied in various combinations and intensities depending upon the management objectives for any particular allotment or class of allotments. Those allotments categorized for "improvement" require the most intensive monitoring effort while those categorized for "maintenance" of existing resource conditions allow for reduced study efforts. In 1987, monitoring was established on an additional 2,600 allotments for a total of 7,500 Improve (I) and Maintain (M) allotments. Field data was collected on 6,395 of these allotments in 1987, and is planned for an estimated 6,800 allotments in 1988.

The 1989 program includes the continuing need to determine and adjust livestock grazing management practices. Monitoring needs have increased as allotments identified for improvement receive increased management. Within the Base level, $500,000 previously used for EIS preparation and management will be redirected to the increased monitoring workload to bring the total number of allotments monitored to 8,000 and the funding level for monitoring to approximately $7,000,000.

At the Base level, the Bureau will develop 175 grazing agreements or plans. These plans are agreements that specify rangeland objectives and are developed as allotment management plans (AMP's). All plans are monitored to analyze changes in rangeland condition and to determine if objectives are being met.

Improvement of the public rangelands is accomplished through a policy of concentrating efforts and funds where the greatest need and potential for improvement exist. Grazing plans are developed and physical improvements are made to provide improvement in range condition on those allotments where investments will yield the highest returns as identified through an investment analysis procedure. Preliminary improvement planning and the investment analysis improvements are funded in this subactivity. Within the Base level, $100,000 previously used for EIS preparation will be redirected to project planning to accomplish the increased workload anticipated. Funding for constructing or implementing the physical improvements primarily comes from the "Range Improvements" appropriation.

The Bureau has reduced expenditures where improvement costs would be extremely high or where the existing management practices will maintain the presently acceptable conditions. The Rangeland Improvement Policy has encouraged private parties and other beneficiaries to contribute funds toward improvement of rangeland conditions and has shifted maintenance responsibilities to the benefiting user. The Bureau continues to be responsible for maintenance of land treatments and certain structural improvements.

Noxious weed infestations, which pose health hazards to grazing animals and spread to adjacent agricultural lands, occur sporadically on the Public Lands throughout the western United States. These infestations provide a second seed source for private lands and are the subject of various weed control efforts. Cooperative weed control efforts exists among BLM and other Federal agencies, States, and counties, with BLM providing funding for cooperative weed control projects within several States. Funding of $1,070,000 provides control on about 175 sites annually within these project areas.

In 1987, $5,000,000 of no-year funding was appropriated to the Bureau specifically for Mormon cricket and grasshopper control. Sufficient funding remains available for transfers to APHIS or for use by the Bureau to assist APHIS. This reduces the likelihood of needing additional funding in this program or having to use other DOI no-year appropriations in 1988 or 1989 if control work is required. If severe outbreaks of infestations would occur, the provisions of the Food Security Act would be implemented, and supplemental funding would be requested to replenish funds borrowed from other accounts.

Increase from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	33,424	33,924	+500
(FTE)	(792)	(804)	(+12)

An increase of $500,000 and 12 FTE is proposed at the 1989 Estimate level.

With the completion of the grazing EIS's, the Bureau is faced with increased requirements for monitoring and for planning of project developments, including completion of investment analyses. The increase of $500,000 is needed to allow the Bureau to meet its priority allotment monitoring requirements. This increase will allow the Bureau to monitor an additional 2,000 I and M allotments over the base level, for a total of 10,000 allotments monitored in 1989.

Grazing Management Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	4,572	3,800	3,800	3,800	---
EIS's completed (#)	6	4	---	---	---
Grazing plans (# completed)	145	175	175	175	---
Leases/permits administered (# issued)	28,119	28,160	28,160	28,160	---
Project development (# developed)	75	---	---	---	---
Project maintenance (# maintained)	124	60	60	60	---
Weed control (# projects)	5	5	5	5	---
Allotments Monitored (#)	6,395	6,800	8,000	10,000	+2,000

Distribution of change by object class

The object class detail for the proposed increase of $500,000 and 12 FTE is as follows:

	FTE	Amount
Personnel compensation	12	$ 360,000
Personnel benefits		72,000
Travel and transportation of persons		10,000
Transportation of things		15,000
Other services		20,000
Supplies and materials		23,000
Total		$ 500,000

Activity: Renewable Resources Management
Subactivity: Soil, Water, and Air Management

(Dollar amounts in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
Soil, Water & Air	$	14,079	13,909	13,479	-600	-430
	(FTE-T)	(252)	(252)	(252)	(---)	(---)
Hazardous Materials	$	5,880	5,843	12,408	+6,528	+6,565
	(FTE-T)	(29)	(29)	(47)	(+18)	(+18)
Total Requirements	$	19,959	19,752	25,887	+5,928	+6,135
	(FTE-T)	(281)	(281)	(299)	(+18)	(+18)

Authorization

43 U.S.C. 1701, 1711
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides for management of the Public Lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also requires preparation and maintenance of an inventory of public land resources and other values on a continuing basis and compliance with applicable State and Federal air and water pollution control laws.

43 U.S.C. 315
P.L. 73-482

The Taylor Grazing Act of 1934, as amended, provides for the study of erosion control and development of improvements necessary to maintain an increased water supply.

33 U.S.C. 404
P.L. 95-217

The Clean Water Act of 1977, as amended, requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing management practices for the control of non-point source pollution.

43 U.S.C. 1901 et seq.
P.L. 95-514

The Public Rangelands Improvement Act of 1978 provides for improving the condition of the public rangelands. It calls for the inventory and monitoring of current conditions and trends on public rangelands. Improvements include any program to provide water, stabilize soil and water conditions, and provide habitat for livestock and wildlife.

42 U.S.C 201
P.L. 95-190

The Safe Drinking Water Act Amendments of 1977 amended section 2 of the Safe Drinking Water Act to require compliance with all Federal, State, or local statutes for safe drinking water.

43 U.S.C. 1593 P.L. 98-569	The Colorado River Basin Salinity Control Act Amendment of 1964 amends section 203 of the Colorado River Basin Salinity Control Act and directs the Department of the Interior to undertake research and develop demonstration projects to identify methods to improve the water quality of the Colorado River. The amendment requires BLM to develop a comprehensive salinity control program, and to undertake advanced planning on the Sinbad Valley Unit.
33 U.S.C. 467 P.L. 92-367	The National Dam Inspection Act of 1972 requires the Secretary of the Army, acting through the Chief of Engineers, to carry out a dam inspection program to protect human life and property. The Secretary establishes a comprehensive national program of inspection and regulation and coordination of responsibilities assumed by Federal agencies. BLM is responsible for collecting data on dams on Public Lands of 25 feet or more in height which impound 50 acre-feet of water or more.
16 U.S.C. 2001 P.L. 95-192	The Soil and Water Resources Conservation Act of 1977 provides for the conservation, protection and enhancement of the Nation's soil, water, and related resources for sustained use.
42 U.S.C. 7401-7642 P.L. 95-95	The Clean Air Act of 1977, as amended, requires BLM to protect air quality, maintain Federal-and State-designated air quality standards and abide by the requirements of the State implementation plans.
42 F.R. 26951 E.O. 11988	Executive Order 11988, Floodplain Management, May 24, 1977, provides for the restoration and preservation of natural and beneficial floodplain values on the Public Lands.
42 U.S.C. 6901 P.L. 94-580	The Resource Conservation and Recovery Act (RCRA) of 1976 authorizes EPA, by regulation, to manage hazardous wastes on active disposal operations. The Act waives sovereign immunity so Federal agencies are subject to all State and local requirements developed under EPA's guidelines.
42 U.S.C. 9601-9675 P.L. 96-510	The Comprehensive Environmental Response Compensation and Liability Act (CERCLA) of 1980, as amended primarily by the Superfund Amendments and Reauthorization Act of 1986 (P.L.99-499), provides for liability, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed. The Bureau is required to proceed with due diligence to analyze the nature, extent, and risk of the contaminants at sites on public lands; recommend feasible remedies; and clean up the sites.

46 F.R. 42237
E.O. 12316

Executive Order 12316, Responses to Environmental Damage, August 14, 1981, assigns agency responsibility for hazardous waste spills, abatement actions and liability and financial responsibility.

43 F.R. 47707
E.O. 12088

Executive Order 12088, Federal Compliance with Pollution Control Standards, October 17, 1978, sets the requirements for standards applicability, agency coordination and limits on exemptions from standards.

52 F.R. 2923
E.O. 12580

Executive Order 12580, Superfund Implementation, January 23, 1987, requires BLM to take action for removal of substances from its lands, search for potentially responsible parties who may be liable for cleanup actions, and carry out a process of cleanup of all identified hazardous substance sites on public lands.

Objectives

The major objectives of the soil, water, and air management program, including hazardous materials management, are to:

- Schedule and conduct soil surveys to provide baseline data on 157 million acres by 1992;
- Provide soil, water and air resource information for use in planning, development, and management of BLM multiple-use programs such as energy, minerals, forest, fire, wilderness and range management;
- Develop and maintain watershed improvements designed to minimize harmful consequences of erosion, saline discharges, flood and sediment damage to improve Public Land watershed conditions and riparian areas;
- Provide for the legal and physical availability of water to meet multiple-use needs by filing for water rights in compliance with State law;
- Identify potential hazardous material sites on the Public Lands and conduct preliminary assessments and/or site investigations on the identified sites;
- Conduct land status assessments of sites suspected of being contaminated to trace the history of ownership or leasing and to identify potentially responsible third parties;
- Determine the possible risk to health and safety, recommend feasible remedies to the situation, and cleanup the site; and
- Respond to accidental spills and the midnight dumping of hazardous materials.

SOIL, WATER AND AIR

Base program

The 1989 base level for Soil, Water and Air is $13,909,000 and 252 FTE.

This program provides basic data and technical information for soil, water and air resources. The program includes monitoring efforts to determine the effectiveness of BLM management programs on the Public Land watersheds and airsheds, and to determine if management actions and investments are achieving the intended objectives while meeting required water and air quality standards. Watershed planning, development, and maintenance provide for stabilizing soils, improving water quality through land treatment or development projects, reducing soil loss and erosion through placement of retention structures, and protection public health and safety. Bureau climate monitoring and data are coordinated to support various Bureau programs.

Watershed inventories are planned for 3.4 million acres of Public Land. These baseline data provide information on soil erosion, sedimentation, and water quality and quantity. The results are used to determine watershed condition and to establish priorities for management actions resulting from land use planning.

Soil surveys which assess the productive capability of the land and provide interpretations of soil productivity will be completed on 3.9 million acres. By the end of 1989, 144.4 million acres of Public Land will have been covered by soil surveys. This represents 92 percent of the total acreage targeted for completion by 1992.

In response to water rights adjudications in various western States, BLM quantifies and identifies uses associated with Public Land management. In 1989 the number of water sources quantified will decrease from a Base level of 3,000 to 1,000 as a result of completion of most of this effort. However, additional effort will be directed toward using this and other previously collected information to file an estimated 7,500 water rights claims in compliance with State law where adjudication of water for beneficial uses is being done by the various State courts or officials.

The air program presently operates 90 monitoring stations to provide data on climatic conditions and air quality for BLM planning and EIS efforts, and to support operational activities such as grazing, prescribed burning, smoke management, fire rehabilitation, wilderness baseline monitoring and energy and minerals development. With increased use of prescribed burns in forest management and rangeland activities, more emphasis is being placed on modeling for smoke management and regulatory compliance.

As a cooperative member of the Interagency Task Force on Acid Precipitation, the Bureau supports the operation of 15 acid rain monitoring stations in the western United States by committing $100,000 toward this effort. Data obtained from this effort are used to determine baseline conditions and to assess the significance of acidic deposition.

Watershed monitoring is conducted to document changes in soil erosion, sedimentation, water quality, and water quantity. The data are used to determine whether specific soil and water management objectives are being achieved and to assess compliance with legal standards. Approximately 2,400 watershed stations would be monitored under the Base program.

The Base level program emphasizes maintenance of existing projects currently in good condition, correction of unsafe or deteriorating watershed conditions, and protection of human safety and property. The Bureau also assesses needs, develops plans, and implements watershed improvement projects to control erosion, runoff, flooding, and salinity and to improve water quality. The Base program would allow construction of 210 new watershed improvement projects. The Bureau develops activity plans following completion of resource management planning to ensure that funds are targeted to soil and water improvements of highest priority and where the greatest benefits can be derived.

The Bureau plans to continue to inspect and evaluate dam structures on Public Lands to ensure that they are safe and do not have the potential to endanger life or property. The Base program level provides for rehabilitation of 5 structures identified as potentially needing repair.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	13,909	13,479	-430
(FTE)	(252)	(252)	(---)

A decrease of $430,000 can be accomplished by delaying 55 new watershed projects of lower priority, and deferring the preparation of 27 new activity plans. This reduction is possible by concentrating work only on areas with critical resource conflicts. Also, preventive maintenance work can be rescheduled to direct maintenance efforts on existing improvements to those areas where higher risk to property exists.

Soil, Water and Air Workload Accomplishments

The planned workload accomplishment for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measures	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	2,774	4,800	3,400	3,400	---
Soil Survey (000's acres)	4,533	3,825	3,900	3,900	---
Water sources quantified (#)	3,180	3,000	3,000	1,000	-2000 1/
Air monitoring (# stations)	105	105	105	105	---
Watershed activity plans (#)	37	52	52	25	-27
Monitoring (# stations)	2,670	2,420	2,400	2,400	---
Watershed improvements (#)	253	210	210	155	-55
Project maintenance (#)	190	95	95	85	-10
Dam safety (# projects)	10	5	5	5	---

1/ This decrease is offset by the filing of 7,500 water rights claims.

Distribution of change by object class:

The object class detail for the proposed decrease of $430,000 is as follows:

	Amount
Travel and transportation of persons	$ 10,000
Transportation of things	20,000
Other services	250,000
Supplies and materials	125,000
Equipment	25,000
Total	$430,000

HAZARDOUS MATERIALS

Base Program

The 1989 Base level for hazardous materials management is $5,843,000 and 29 FTE. Hazardous materials management integrates and coordinates a variety of activities to ensure the protection of public health and safety from the effects of hazardous materials on the Public Lands.

The hazardous materials management program is a 3-tiered approach consisting of: (1) inventory and site identification; (2) assessment of those sites; and (3) development of studies and plans for site cleanup and restoration. At the 1989 base level, 60 land status assessments will be prepared to trace the history of ownership and to identify potentially responsible parties for hazardous materials sites on public lands. Forty-six (46) sites suspected of being contaminated will be subjected to a preliminary assessment (PA) to determine whether contamination actually is occurring, and 10 other sites known to be

contaminated will be more thoroughly examined with a site investigation (SI). Tracking of various facility and emergency situations will result in approximately 45 separate reports being filed in compliance with the Resource Conservation and Recovery Act (RCRA).

One remedial investigation/feasibility study (RI/FS) covering the Lee Acres site (including the Landfill) in New Mexico will be continued under the Base program.

Current levels of limited emergency response capability for isolated situations such as illegal dumping of chemical wastes or of abandoned cyanide and pesticide containers will continue to be available in 1989. Approximately 30 incidents requiring an emergency response by the Bureau are anticipated in 1989.

Also, the Bureau will continue to initiate hazardous waste control activities, develop policies and procedures needed to reduce future costs and liabilities, provide programmatic and safety training to BLM employees, and ensure compliance with the statutory and regulatory requirements. The program evaluation, directed by Congress will be conducted in 1988 by the National Academy of Engineering/National Academy of Sciences.

Increase from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	5,843	12,408	+6,565
(FTE)	(29)	(47)	(+18)

An increase of $6,565,000 and 18 FTE is proposed for additional hazardous materials workload items. Assessment work, including 55 additional Preliminary Assessments ($1,100,000), 12 Site Investigations ($540,000), 90 Land Status Assessments ($360,000), and one intermediate study ($270,000), will be completed. The Bureau will continue the RI/FS on Lee Acres and initiate, through contract awards, RI/FS's on the Oroville and Flora Vista sites ($2,500,000) which will include investigations for potentially responsible parties. An additional $1,295,000 will be used by the Bureau to support the above studies and site cleanup-related efforts (including necessary contract development work, defining the scope of work, project management, day-to-day oversight as well as associated public involvement and communications effort) and to take action to implement appropriate recommendations from the 1988 progam evaluation. $500,000 will be used for increase technical support and training.

Included in the increase is $240,000 which will be used specifically in the California Desert Conservation Area for hazardous materials related work on preliminary analysis and site investigations.

Hazardous Materials Workload Accomplishments

The planned workload accomplishment for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measures	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	7,000	500	175	175	---
Land status assessments (# sites)	85	40	60	150	+90
Preliminary assessments (# sites)	---	34	46	101	+55
Site Investigations (# sites)	---	8	10	22	+12
RI/FS's (# sites)	---	1	1	3	+2
Emergency response actions (# sites)	30	30	30	30	---

Distribution of change by object class:

The object class detail for the proposed increase of $6,565,000 and 18 FTE is as follows:

	FTE	Amount
Personnel compensation	+18	$ 540,000
Personnel benefits		108,000
Travel and transportation of persons		160,000
Transportation of things		70,000
Printing and reproduction		25,000
Other services		5,352,000
Supplies and materials		200,000
Equipment		110,000
Total		$6,565,000

Activity: Renewable Resources Management
Subactivity: Wildlife Habitat Management

(Dollar amounts in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
Wildlife and Fish Habitat	$	14,172	14,022	10,882	-3,290	-3,140
	(FTE-T)	(247)	(247)	(215)	(-32)	(-32)
Threatened and Endangered Species	$	4,309	4,260	4,000	-309	-260
	(FTE-T)	(78)	(78)	(75)	(-3)	(-3)
Total Requirement	$	18,481	18,282	14,882	-3,599	-3,400
	(FTE-T)	(325)	(325)	(290)	(-35)	(-35)

Authorization

43 U.S.C. 1701 et seq.
P.L. 94-579
The Federal Land Policy and Management Act of 1976 identifies fish and wildlife development and utilization as a major use of the Public Lands; directs that the Public Lands be managed to provide food and habitat for fish and wildlife; authorizes the use of Range Betterment Funds for the protection, maintenance, rehabilitation, improvement, and management of wildlife habitat, and provides for the preparation and maintenance of an inventory of public land resources on a continuing basis.

16 U.S.C. 715
P.L. 70-770
The Migratory Bird Conservation Act of 1929, as amended, and treaties pertaining thereto, provide for habitat protection and enhancement of protected migratory birds.

16 U.S.C. 1531 et seq.
P.L. 93-205
The Endangered Species Act (ESA) of 1973, as amended, directs Federal agencies to ensure that their actions do not jeopardize threatened and endangered (T/E) species and to help bring about their recovery.

16 U.S.C. 670 et seq.
P.L. 93-452
The Sikes Act of 1974, as amended, provides for the conservation, restoration, and management of species and their habitats in cooperation with State wildlife agencies.

43 U.S.C. 315
P.L. 73-482
The Taylor Grazing Act of 1934, as amended, provides for wildlife management on Public Lands.

43 U.S.C. 1901 et seq.
P.L. 95-514
The Public Rangelands Improvement Act (PRIA) of 1978 directs that the condition of the public rangelands be improved to make them as productive as feasible for wildlife habitat and other rangeland values.

42 F.R. 26951 EO 11988	Executive Order 11988, Flood plain Management (May 24, 1977) provides for the restoration and preservation of national and beneficial flood plain values on the Public Lands.
42 F.R. 26961 EO 11990	Executive Order 11990, Protection of Wetlands (May 25, 1977) directs that wetland and riparian habitats on the Public Lands be identified, protected, enhanced, and managed.
16 U.S.C. 3101 et seq. P.L. 96-487	The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 provides for the special designation of certain Public Lands in Alaska and conservation of their fish and wildlife values; management for subsistence uses of fish and wildlife resources on Public Lands by residents of rural Alaska; and protection of the wildlife resources on North Slope lands impacted by oil and gas exploration and development activities.
30 U.S.C. 1201 et seq. P.L. 95-87	The Surface Mining Control and Reclamation Act of 1977 provides that lands may be declared unsuitable for surface coal mining where significant adverse impacts could result to certain wildlife species.

Objectives

The major objectives of the wildlife habitat management program are to:

- Ensure viable populations and a natural abundance and diversity of wildlife resources on Public Lands by restoring, maintaining, and enhancing habitats within the multiple-use concept of the Public Lands, through coordination and cooperation with other public land users, and through on-the-ground habitat improvement projects;

- Conserve plant and animal species found on Public Lands which are listed as threatened or endangered (T/E) under the Endangered Species Act, and ensure that no action authorized, funded, or carried out by the Bureau jeopardizes the continued existence of T/E species or results in the destruction or adverse modification of their critical habitats;

- Manage populations of plants and animals on Public Lands to minimize the need to list them as T/E under the Endangered Species Act;

- Maintain, restore, or enhance resident and anadromous fish habitats on Public Land so as to contribute to recreational and commercial fishing opportunities;

- Manage riparian areas to maintain, restore or improve riparian values to achieve a healthy and productive ecological condition for maximum long-term benefits;

- Ensure full consideration of fish and wildlife resources by other multiple-use land management programs;

- Determine progress toward meeting habitat management objectives establish in Bureau land use or activity plans by monitoring trends in fish and wildlife resource values;

- Identify important fish and wildlife habitat values in order to facilitate land use planning and multiple-use resource management activities;

- Provide opportunities for consumptive and nonconsumptive public uses of fish and wildlife commensurate with the well-being of the plants and animals involved and the habitats on which they depend; and

- Ensure cooperation in the management of fish and wildlife resources among State fish and wildlife agencies, other Federal agencies, adjacent landowners, and other interested groups and individuals.

Base Program

The Base level program of $18,282,000 and 325 FTE's provides for the protection and management of wildlife and fish habitat on Public Land, including habitats of T/E species of fish, wildlife, and plants. Included within the base program is $900,000 in challenge grant (matching) funds.

The two major components of the program are: (1) general wildlife habitat management (including approximately $1,500,000 for fish habitat management), and (2) T/E species habitat management ($4,260,000).

General Wildlife Habitat Management

The focus of general wildlife habitat management is to provide pertinent data and analysis for land use decisionmaking processes, and to develop and protect wildlife and fish habitat pursuant to the objectives specified in Resource Management Plans (RMP) and Habitat Management Plans (HMP's). Major workloads include habitat inventory, monitoring, HMP preparation, and habitat improvement project development and maintenance.

The need for extensive habitat inventories continues to decrease while the need for conducting more intensive site-specific or species-specific inventories continues. At the Base level for general wildlife habitat management, inventories covering approximately 11.4 million acres of wildlife habitat will provide data for the preparation of RMP's and activity plans with objectives involving habitat development or protection.

Monitoring efforts on wildlife habitat areas for multiple-use management are increasing as more land use plans, grazing EIS's, and activity plans are completed. At the Base level, over 1,000 plans or agreements will be monitored to determine resource trends and assess progress toward meeting habitat development and protection objectives.

Sixty-six new HMP's related to wildlife habitats can be written or updated. However, the Bureau's need for the preparation of new HMP's is declining while more emphasis is needed on implementation of projects in existing HMP's.

Approximately 332 wildlife habitat projects would be developed, and maintenance for approximately 1,000 existing projects is possible at the Base level. Some of these accomplishments will involve the use of contributed funds, materials, and labor from State agencies and private groups which help support BLM's habitat development efforts, such as the cooperative desert bighorn sheep management program. Estimated value of these contributions in 1989 is $1.9 million. Additionally, the Base level funding provides for wildlife inventory and monitoring in the San Pedro Riparian Conservation Area and support to the desert ranger program in the California Desert Conservation Area.

The Base funding level provides support for work on 12 research and development projects. Research projects are systematic, intensive investigations directed toward obtaining data needed to solve habitat development or protection problems faced by the Bureau. Development projects involve the orderly process of using research data and other available information to produce materials, devices, systems, or methods to enhance management capability.

Fish Habitat Management

The streams, rivers, lakes, and reservoirs on the Public Lands provide spawning, rearing, and other key habitat components for many species of cold and warm water fish. The Bureau administers over 13,000 miles of anadromous fish streams and 20,000 miles of stream habitats for resident game fish. Anadromous fish species, such as salmon and steelhead trout, are important for commercial, recreational, and subsistence purposes. In some areas, warm water and resident trout species also provide important social and economic benefits to local communities.

Major workloads relate to maintaining and improving important fish habitats through development and maintenance of habitat improvement projects, and by doing inventories and monitoring to assure that land use and activity plan decisions consider fishery resource values and are properly implemented. At the Base funding level, 5 new aquatic HMP's can be prepared, approximately 50 habitat improvement projects completed, and 87 existing projects maintained.

Threatened and Endangered (T/E) Species Habitat Management

In 1989, the Public Lands will provide part or all of the habitat requirements for approximately 140 T/E plant and animal species. Also occurring on the public lands are several hundred species listed by the Fish and Wildlife Service (FWS) as proposed or candidate species, which means they are being considered for listing as threatened or endangered.

The Bureau's T/E species management efforts are designed to comply with the ESA requirements to avoid jeopardizing T/E species and help bring about their recovery. Specifically, there will be a reduction in area inventories and an increase in recovery plan preparation, implementation, and monitoring. Much of the habitat for the wide-ranging species, such as the peregrine falcon, has been inventoried; and the newly listed species tend to occupy small habitat areas. The Bureau will continue to inventory T/E species habitat to obtain baseline data on critical habitats and will increase monitoring to ensure that implementation of recovery plans meets the objectives for species recovery.

The 1989 Base level can provide for inventory of 4.5 million acres of T/E species habitat. The data are used to ensure that Bureau actions do not jeopardize T/E species, while ensuring that other resource development programs move ahead without unnecessary delays.

In addition, 276 RMP's, activity plans, T/E recovery plans, and other activity plans and agreements involving T/E species habitats can be monitored.

The Base program includes BLM involvement in the preparation of 36 recovery plans. These plans, prepared under the auspices of the FWS, identify work that must be accomplished to bring about delisting and each agency's responsibilities in the recovery process. The BLM then develops management plans to accomplish the Bureau's portion of the recovery efforts. At the Base level, BLM also prepares management plans for T/E species that are not yet covered by recovery plans and for selected proposed and candidate species. The Base program also provides support for implementing 78 T/E recovery and management plans.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	18,282	14,882	-3,400
(FTE)	(325)	(290)	(-35)

A decrease of $3,400,000 and 35 FTE is proposed.

As a result of the decreased need for extensive inventories, the Bureau will conduct general wildlife inventories on approximately 5.7 million acres at the Estimate level which is a decrease of 5.7 million acres from the Base level. Included in this decrease is the deferment of lower priority monitoring. At the Estimate level the Bureau will monitor trends and condition on 910 plan areas, a decrease of 93 lower priority areas from the Base level. Also, HMP's have been developed on many of the critical areas identified in existing land-use plans. At the 1989 Estimate level, management emphasis will be placed on implementing these existing HMP's rather than on writing additional new plans. Consequently the number of new HMP's to be developed will be reduced by 62.

Additionally, at the 1989 estimate level, the specially indentified funding for the challenge grant program ($900,000) will be eliminated. Under existing funding authorities the Bureau can continue to accept contributions of funds and labor from private sources, groups and State governments for improvement of the Public Lands and wildlife habitats. The Bureau can use regularly appropriated funds in conjuction with these contributed funds to achieve wildlife workload accomplishments. Overall, this is estimated to result in a reduction in the development of 44 new projects and deferral of maintenance on approximately 250 existing projects from the Base level. Additionally, the Bureau proposes to defer preventive maintenance on an estimated 284 lower priority projects while continuing to maintain 562 existing wildlife project improvements.

In terms of relative shares of program emphasis at the 1989 Estimate level, the Bureau will be devoting a larger share of its wildlife program funding to T/E species workload.

As in the general wildlife program, the need for extensive inventory for T/E's species is decreasing as resource management planning is completed on larger areas of the Public Lands. However, the Bureau will continue to perform inventory on 3 million acres at the 1989 Estimate level, a decrease of 1.5 million acres from the Base. There will be an increased in emphasis on monitoring existing and new T/E plans. Four additional T/E plans (for a total of 280) can be monitored and 2 additional T/E plans (for a total of 80) can be implemented at the 1989 Estimate level. The Bureau will also participate in writing 42 T/E recovery plans, an increase of 6 over the Base.

Fish and Wildlife Habitat Management Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
General Wildlife:					
Inventory (000 acres)	12,500	11,428	11,400	5,700	-5,700
Monitoring (# plans)	1,260	1,003	1,003	910	-93
HMPs written/revised (#)	73	71	71	9	-62
Projects developed (#)	678	382	382	338	-44
Projects maintained (#)	1,451	1,096	1,096	562	-534
Research and development projects (#)	12	12	12	12	---
T/E species:					
T/E inventory (000 acres)	4,419	4,533	4,533	3,000	-1,533
T/E monitoring (# plans)	324	276	276	280	+4
T/E plans written (# w/BLM involvement)	36	36	36	42	+6
T/E plan implementation (#)	66	78	78	80	+2

Distribution of change by object class

The object class detail for the proposed decrease of $3,400,000 and 35 FTE is as follows:

	FTE	Amount
Personnel compensation	35	$1,050,000
Personnel benefits		210,000
Travel and transportation of persons		100,000
Transportation of things		200,000
Other services		990,000
Supplies and materials		400,000
Equipment		50,000
Lands and structures		400,000
Total		$3,400,000

Activity: Renewable Resources Management
Subactivity: Recreation Management

(Dollar amounts in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
Cultural Resources Management	$	6,629	6,549	6,249	-380	-300
	(FTE-T)	(124)	(124)	(119)	(-5)	(-5)
Wilderness Management	$	7,462	7,354	7,854	+392	+500
	(FTE-T)	(151)	(151)	(159)	(+8)	(+8)
Recreation Resources Management	$	9,696	9,569	10,069	+373	+500
	(FTE-T)	(200)	(200)	(210)	(+10)	(+10)
Total Requirements	$	23,787	23,472	24,172	+385	+700
	(FTE-T)	(475)	(475)	(488)	(+13)	(+13)

Authorization

43 U.S.C. 1701 et seq.
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976 identifies recreation as a major use of public lands, and

- requires protection of scientific, scenic, historical, ecological, and archaeological values; preservation and protection of certain public lands in their natural condition; and provision for outdoor recreation, human occupancy, and use of the public lands;

43 U.S.C. 1711 - requires preparation and maintenance of an inventory of public land resources on a continuing basis;

43 U.S.C. 1712 - directs that areas of critical environmental concern be given priority in the inventory of public lands, in developing and revising land use plans, and in applying special protective management;

43 U.S.C. 1781 - provides for the management of the California Desert Conservation Area and implementation of the Desert Plan; and

43 U.S.C. 1782 - requires Secretarial review of all roadless areas of 5,000 acres or more and roadless islands on the public lands having wilderness characteristics and submission of recommendations to the President by 1991 concerning their suitability or nonsuitability for wilderness designation (section 603(a)).

16 U.S.C. 432 P.L. 59-209	The Antiquities Act of 1906 provides protection for cultural resources on Federal lands and imposes penalties for excavation or appropriation without a permit.
16 U.S.C. 1271 P.L. 90-542	The Wild and Scenic Rivers Act of 1968, as amended, provides for the development and management of certain rivers under BLM's jurisdiction for recreational purposes.
16 U.S.C. 1241-1249 P.L. 90-543	The National Trails System Act of 1968, as amended, establishes a national trails system which includes 21 trails under BLM's jurisdiction.
16 U.S.C. 1242-1243 P.L. 95-625	The National Parks and Recreation Act of 1978 establishes a number of national historic trails which cross Public Lands.
16 U.S.C. 460y P.L. 91-476 P.L. 95-352	The King Range Act of 1970, as amended, provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes.
16 U.S.C. 1131 et seq. P.L. 88-577	The Wilderness Act of 1964 provides for the designation and preservation of wilderness areas.
16 U.S.C. 470 P.L. 89-665	The National Historic Preservation Act of 1966, as amended, expands protection of historic and archaeological properties to include those of national, State and local significance. It also directs Federal agencies to consider the effects of proposed actions on properties eligible for or included in the National Register of Historic Places.
42 U.S.C. 4321, 4331-4335, and 4341-4347 P.L. 91-190	The National Environmental Policy Act of 1969 establishes the continuing responsibility of the Federal Government to improve Federal programs and resources to preserve important historic, cultural and natural aspects of our national heritage and to maintain an environment which supports diversity and variety of individual choice.
E.O. 11593	Protection and Enhancement of the Cultural Environment directs Federal agencies to locate, inventory, nominate, and protect federally owned cultural resources eligible for the National Register of Historic Places, and to ensure that their plans and programs contribute to preservation and enhancement of non-federally owned resources.
30 U.S.C. 1201 et seq.	The Surface Mining Control and Reclamation Act of 1977 provides that lands may be declared unsuitable for surface coal mining where significant damage could result to "important historic, cultural, scientific, and aesthetic values . . . "
16 U.S.C. 470a, 470cc, and 470ee P.L. 96-95	The Archaeological Resources Protection Act (ARPA) of 1979 requires permits for the excavation or removal of federally administered archaeological resources, encourages increased cooperation among Federal agencies and private individuals, and provides stringent criminal and civil penalties for violation of prohibitions.

16 U.S.C. 3101 et seq. — The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 provides for the designation and conservation of certain public lands in Alaska. BLM responsibilities include six wild and scenic rivers, nine study rivers, one national conservation area, one national recreation area, and one national scenic highway.

16 U.S.C. 410 P.L. 96-550 — The Chacoan Culture Preservation Act of 1980 provides for preservation, protection, research, and interpretation of the Chacoan system, including 33 "Archaeological Protection Sites," located throughout the San Juan Basin on public, State, Indian and private lands.

16 U.S.C. 460(1) — The Land and Water Conservation Act of 1965, as amended provides for the establishment of the Land and Water Conservation Fund, special Bureau accounts in the U.S. Treasury, the collection and disposition of recreation fees, the authorization for appropriation of recreation fee receipts, and other purposes.

P.L. 100-225 — An Act to establish the El Malpais National Monument and the El Malpais National Conservation Area in the State of New Mexico, to authorize the Masau Trail, and for other purposes, provides for the protection and management of natural and cultural resource values within the El Malpais National Conservation Area by the Bureau of Land Management.

CULTURAL RESOURCES MANAGEMENT

Objectives

The major objectives of the cultural resources management program are to:

- Process applications and issue permits to conduct archaeological, historic, and paleontological investigations on Public Lands, and monitor approved activities;
- Provide appropriate levels of inventory and evaluation to support BLM planning efforts including resource management plans, cultural resource management plans, and cultural resource project plans;
- Protect the most valuable and most critically threatened cultural and paleontological resources;
- Provide for the scientific and educational aspects of archaeological, and paleontological resources, including site management and the accommodation of appropriate public use; and,
- Promote and develop cooperative agreements and supervise volunteer programs for use in inventory, protection, scientific study, etc. of cultural and paleontological resources. Continue to develop and implement agreements with other Federal and State agencies and private entities.

Base program

The 1989 Base level for the cultural resources management program is $6,549,000 and 124 FTE. Program responsibilities include the management of cultural and paleontological resources on BLM-administered lands.

The Bureau of Land Management is responsible for the Federal Government's largest, most varied and cumulatively important population of cultural resources. Although only about four percent of the Public Lands have been intensively inventoried since BLM began developing its cultural resource management program, about 125,000 archaeological and historic properties have been recorded. These resources represent the tangible remains of thousands of years of human adaptation to the land and its resource potential. Various statutes require BLM to locate, evaluate, and manage these resources on the Public Lands to prevent or minimize unnecessary damage, and to accommodate appropriate uses of these resources by the scientific community and the general public.

Management of cultural resources involves a sequence of: (1) inventory (discovering and recording the resources present), (2) evaluation (determining their scientific and public importance), (3) planning (determining how they would be most appropriately used), (4) protection (safeguarding the resources), and (5) utilization (authorizing or otherwise accommodating their proper use).

Inventory and Evaluation

The BLM cultural resource inventory system includes three classes of inventory, which are: (1) the synthesis of existing information, (2) sample survey, and (3) intensive survey. Inventory also includes encoding archaeological site forms for computer storage and manipulation, and gathering, compiling, and analyzing baseline cultural resource data. Cultural resource overviews summarize existing information and assess its significance. They are used to identify areas of archaeological significance; to suggest areas where field inventory is inadequate or incomplete; to identify areas where predictive modeling may be effectively used; to outline the uses to which specific cultural resources may be allocated; and to indicate the management implications of such allocations. Most intensive surveys are completed in support of other program actions, such as energy development, and are funded by the benefiting subactivity. Base funding is used to support mostly data synthesis and data encoding and a limited amount of sampling and intensive survey. Priority for cultural resource inventory within the Base program is on highly sensitive areas and on areas where data is lacking for planning and management purposes, such as in the newly acquired San Pedro Conservation Area.

The BLM cultural resources evaluation system categorizes all cultural resources on the Public Lands in terms of their potential for contributing to scientific research, to the maintenance of a social or cultural group's heritage or traditional lifeways, to public education and related public use, and to experimentation for improving protection measures and related management techniques. Cultural resources of singular importance or representatives of a scarce type may be determined best suited for long-term conservation. Cultural resources that do not or no longer possess characteristics that qualify them for one of these uses, such as resources that have been destroyed, may be discharged from further management consideration. In addition to BLM's use evaluations, cultural resources are evaluated against the criteria for the National Register of Historic Places.

Planning

Through the Bureau's land use planning process, resource management plans (RMP's) establish priorities for developing more detailed cultural resources management plans and cultural resource project plans which set out precise on-the-ground management actions. These project plans, reflecting consultation with the State Historic Preservation Officer, the Advisory Council on Historic Preservation, and the public, represent the final planning stage for determining how cultural resources will be protected (e.g., stabilization, construction of physical barriers, installation of signs and interpretive displays).

Resource Protection

The BLM is devoting roughly one-third of its annual cultural resource management budget to archaeological resource protection, including site-specific stabilization and physical protection projects, law enforcement activities such as surveillance and patrols, public awareness, and site interpretation efforts.

Within the Base program, BLM will continue surveillance and detection in priority areas, especially in the Four Corners States and the Pacific Northwest States. Emphasis is placed on implementation of the Archaeological Resources Protection Act (ARPA) Awareness/Enforcement Plans developed in 1988 in each BLM State. These plans are designed to broaden patrol, surveillance and unauthorized use detection efforts for critically threatened resources, and to increase the public's awareness of the value of our Nation's cultural heritage.

Examples of the archaeological site protection activities funded within the Base program are: participation in multi-agency task force operations to combat trafficking in looted archaeological resources; coordination with the media to promote coverage of the issue; continued support of in-house law enforcement personnel such as California Desert Conservation Area rangers; cooperative agreements with local law enforcement agencies and military police units as has been developed with the Arizona National Guard; and electronic and aerial surveillance.

Within the Base program, the BLM also physically protects cultural resources through stabilization, limiting site access by rerouting and blocking roads and other methods. The Chacoan Archaeological Protection Sites in New Mexico represent a prime example of BLM's physical site protection efforts. Activity plans and physical site protection projects within the Base program are limited to highly sensitive areas, especially the California Desert Conservation Area, King Range National Conservation Area, California, and the San Pedro Conservation Area, Arizona.

BLM is also pursuing cooperative agreements, such as agreements with universities for scientific study of threatened cultural resources and the use of volunteers and archaeological site stewards, to increase its management capabilities for cultural and paleontological resources.

Utilization

Since 1985, BLM State Directors have issued permits for archaeological and paleontological consultation and research work directly to applicant firms and institutions. BLM meets public demand by reviewing applications and issuing permits in a timely and responsive manner. Although the total number of permittees for archaeological work will remain about the same as in previous years, the number of permits processed will continue to decrease as more multi-year permits are issued in an effort to reduce unnecessary administrative burdens. Total cultural resource permit workload will increase, however, due to stepped-up monitoring of permittee performance.

The Base program also supports the Anasazi Heritage Center, which serves as a museum and repository for artifacts from southwestern Colorado, and as an interpretive facility to promote awareness of archaeological resources and to help explain BLM's mission of Public Land management. This facility is scheduled to be open to visitors in 1989.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	6,549	6,249	-300
(FTE)	(124)	(119)	(-5)

A reduction of $300,000 and 5 FTE will be achieved partly through the deferral of second-generation cultural resource overviews (Class I inventories) which are developed in support of resource management plan (RMP) preparation. RMP's will be prepared using existing overview reports and available inventory data. Because Class I inventories do not involve on-the-ground coverage, this decrease is not reflected in the workload table. The decrease is also possible by reducing the number of new activity plans prepared by 10, and by postponing the implementation of 15 protection projects in lower priority areas.

Cultural Resources Workload Accomplishment

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) From Base
Inventory (000's acres)	400	400	400	400	---
Activity planning (#)	50	50	50	40	-10
Permits (#)	400	375	375	375	---
Site Management (# sites)	2,160	2000	2000	2000	---
Resource protection/ stabilization (# projects)	190	190	190	175	-15

Distribution of change by object class

The object class detail for the decrease of $300,000 and 5 FTE is as follows:

	FTE	Amount
Personnel compensation	5	$150,000
Personnel benefits		30,000
Travel and transportation of persons		15,000
Printing and reproduction		20,000
Other services		85,000
Total		$300,000

WILDERNESS MANAGEMENT

Objectives

The major objectives of the wilderness management program are to:

- Prepare wilderness management activity plans and manage wilderness areas designated by Congress in accordance with established regulations and guidance;

- Conduct interim management on wilderness study areas (WSA's) pending completion of wilderness environmental impact statements (EIS's)/wilderness study reports (WSR's), suitability recommendations, and Congressional action;

- Continue progress on wilderness study reports and wilderness environmental impact statements, including areas added as a result of Sierra Club v. Watt litigation, to meet the October 21, 1991 deadline contained in FLPMA;

- Coordinate with the Geological Survey (GS) and Bureau of Mines (BM) on mineral surveys conducted in support of the wilderness program; and

- Emphasize and pursue the use of volunteers and cooperative management agreements to augment interim management and wilderness management responsibilities.

Base program

The 1989 Base level for the wilderness management program is $7,354,000 and 151 FTE. The wilderness review program consists of several processes by which wilderness or potential wilderness is identified, studied, protected, and managed. Portions of the program have been completed or are nearing completion, while others are expanding as the wilderness review process matures. A description of the main components of the wilderness management program is provided below.

Inventory

Wilderness inventory in the western States (excluding Alaska) was completed in 1980. Of the approximately 175 million acres inventoried, 150 million acres were found to lack wilderness characteristics and were released from further wilderness review. Some 25 million acres in 860 separate tracts were identified as wilderness study areas (WSA's).

BLM's wilderness review responsibility in Alaska was modified by Section 1320 of the Alaska National Interest Lands Conservation Act of 1980 (ANILCA), which exempted BLM lands in Alaska (including Halibut Cove) from wilderness review. An exception to this exemption was the direction for BLM to conduct a wilderness review by December 1988 for 500,000 acres in the Central Arctic Management Area as provided by Sections 1001 and 1004 of ANILCA.

Study (Plan Amendments, EIS's)

Wilderness study areas are being evaluated in detail to determine whether they should be recommended as suitable for preservation as wilderness areas or nonsuitable. BLM's wilderness studies are guided by the Wilderness Study Policy, published in the Federal Register on February 3, 1982. The document contains the planning criteria used for recommendations on the suitability or nonsuitability of wilderness study areas for wilderness designation.

Areas found to have wilderness characteristics are studied to evaluate all potential resource values and uses. On the basis of these studies, BLM will develop recommendations for the Secretary on the suitability or nonsuitability of each WSA for inclusion in the National Wilderness Preservation System.

The study process is integrated with BLM's planning system. Appropriate environmental impact statements (EIS's) and wilderness study reports are developed, reviewed, and transmitted in statewide reporting packages for approval and decision by the Secretary. All statewide reporting packages will be completed by 1991.

About 95 percent of the 24.8 million acres of land under wilderness review are expected to have final wilderness EIS's filed by 1989. Approximately 60 percent of the wilderness study reports required for each WSA should be completed in 1989 to remain on schedule. This includes 1.6 million acres of WSA's which were reinstated in the study process by the Sierra Club v. Watt litigation that will also require plan amendments and wilderness EIS's.

Interim Management

Section 603(c) of FLPMA also requires BLM to manage any lands under wilderness review to maintain their suitability for possible wilderness designation. The purpose of the BLM Interim Management Policy (IMP) is to protect existing wilderness values, maintain valid existing rights, and allow "grandfathered" mining, mineral leasing, and grazing activities to continue until final wilderness suitability determinations have been made. Special emphasis has been placed on the monitoring of ongoing actions within wilderness study areas to ensure that wilderness values are not impaired or unnecessarily degraded. The Bureau currently spends about 30 percent of the Base program on interim management functions.

Wilderness Management/Wilderness Area Management Planning

Management of BLM-administered lands designated by Congress as wilderness is guided by the codified regulations for management of designated wilderness areas (43 CFR 8560). These rules became effective on March 25, 1985. Wilderness area management plans are developed on an interdisciplinary basis for designated wilderness areas and serve as the management guidance for these areas.

Between 1978 and 1984, 23 units of the Public Lands comprising 368,739 acres were designated as wilderness. Four of these units are contiguous to national forest lands designated as wilderness, and administration of 3 of these wilderness areas (Santa Lucia in California, River of No Return in Idaho, and Wild Rogue in Oregon) was assigned to the Forest Service (FS) by Congress.

In addition to areas designated before 1988, the Base program for 1989 includes funding for preparation of management plans and management of 4 additional areas that were recommended for wilderness by the President in April, 1985 and are expected to be designated in 1989. These areas are: Powderhorn (CO), Scab Creek (WY), Humbug Spires (MT), and Great Rift (ID).

In 1989, the program continues the transition from the study phase of the program (involving the preparation of EIS's and study reports) to the management of wilderness areas designated by Congress. Approximately 22 percent of the Base program is devoted to management of designated wilderness.

Resource Protection/Rehabilitation

As part of the effort to maintain the primitive and natural character of designated wilderness areas, the Bureau rehabilitates resource damages in wilderness areas. These damages may have been the result of unauthorized activities within the wilderness area including mining, off-road vehicle use, and unauthorized road construction. Some of the activities may have occurred prior to inclusion of an area within the wilderness review process. Other activities may have been conducted illegally after an area was included in the study process and identified through interim management.

Increase from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	7,354	7,854	+500
(FTE)	(151)	(159)	(+8)

An increase of $500,000 and 8 FTE is necessary for additional work in the California Desert Conservation Area to meet the added demands involved in management of WSA's. In the Desert, the additional funds will be used for increased review and monitoring of proposed and ongoing authorized uses in the WSA's, as well as intensified efforts to protect resource values and deter non-conforming uses, such as mineral trespass and off-road vehicle use. Emphasis will also be placed on detection and abatement of unauthorized uses through the increased use of rangers for visitor contact and education, and the use of more frequent aerial surveillance. Because the number of acres under interim management and the number of wilderness areas managed will not change, this increased emphasis is not reflected in the planned accomplishments shown on the workload table.

Wilderness Management Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base & Estimate
Interim management (000's acres)	24,822	24,742	24,272
Wilderness area mgmt. plans (#)	2	4	6
Wilderness area management (# of areas)	23	25	29
Resource protection rehabilitation projects (#)	12	12	12

The object class detail for the increase of $500,000 and 8 FTE is as follows:

	FTE	Amount
Personnel compensation	8	$240,000
Personnel benefits		48,000
Travel and transportation of persons		40,000
Transportation of things		12,000
Communications, utilities and miscellaneous charges		10,000
Printing and reproduction		15,000
Other services		110,000
Supplies and materials		13,000
Equipment		12,000
Total		$500,000

RECREATION RESOURCES MANAGEMENT

Objectives

The major objectives of the recreation resources management program are to:

- Ensure the continued availability of the Public Lands for outdoor recreation use within a multiple-use land management framework;

- Provide active management and facilities for intensive uses as needed to provide for the health and safety of the user, to reduce potential conflicts among uses, and to minimize potential resource damage.

- Provide for extensive recreation uses, such as hunting, fishing, backpacking, hiking, and camping at semi-developed and undeveloped sites;

- Provide an appropriate level of visitor management and assistance so that visitors will be informed and aware, and will behave in a responsible manner, while maintaining the intrinsic values of the Public Lands as a place to explore and enjoy safely;

- Provide resource protection when necessary through support of law enforcement rangers and installation of interpretive or restrictive signs, fences, barriers, and mitigation of adverse impacts through stipulations in leases and permits.

- Provide cost-effective visitor services by providing opportunities for the public to contribute volunteer efforts, funds, and cooperative management arrangements; and

- Facilitate private sector use of public recreation resources, provide revenues to the Federal Government, and protect resources by issuing special recreation permits and recreation concession leases to individuals and commercial recreation and tourism organizations operating on the Public Lands.

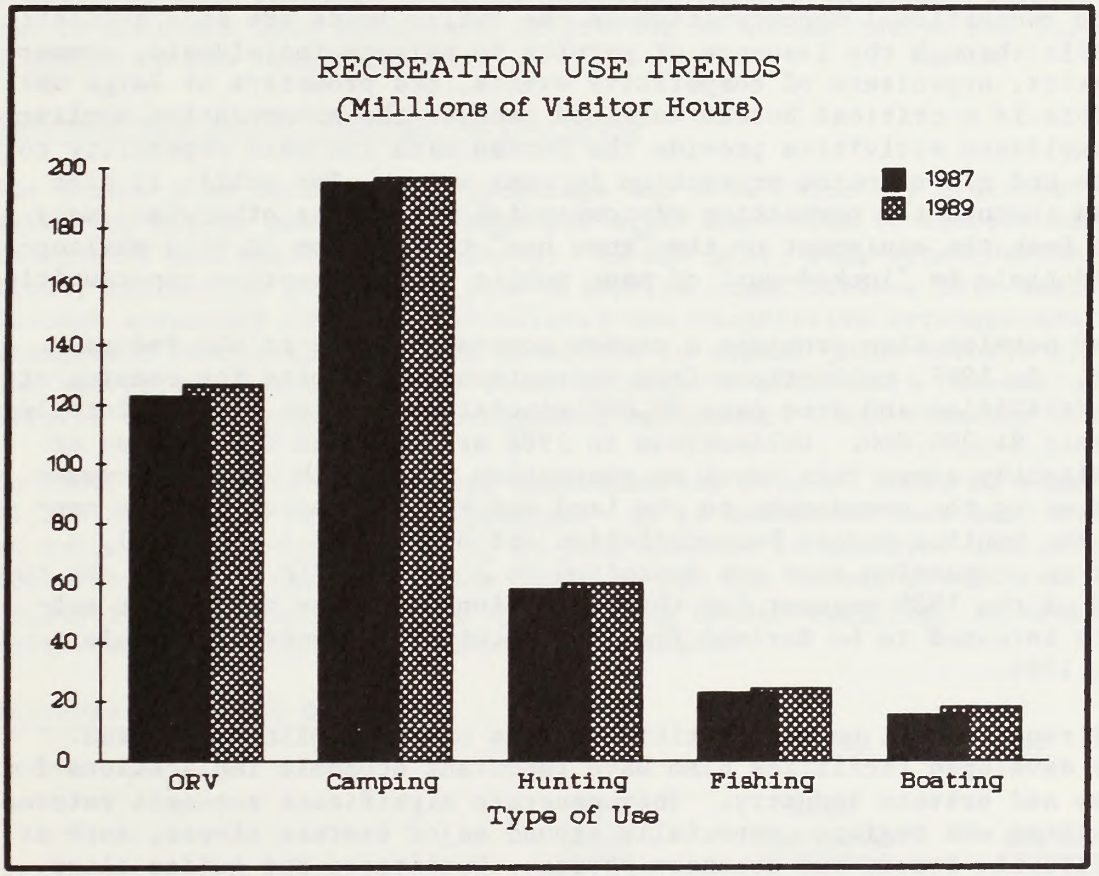
Base program

Base funding for the recreation resources management program is $9,569,000 and 200 FTE.

The Public Lands managed by the BLM offer recreational opportunities that are nationally significant and unique in their diversity, quantity, and quality. Nationally recognized resources managed by BLM include 16 National Wild and Scenic Rivers; 22 National Recreation, Scenic, and Historic Trails; 4 National Conservation Areas, including the 12 million acre California Desert and the newly designated El Malpais National Conservation Area; and 1 National Recreation Area (White Mountains National Recreation Area, Alaska).

The BLM also manages 470 developed and semi-developed recreation sites, 3,000 miles of trail, 438 boating access points, 14 concession operations, and 7 visitor centers. In addition, there are 268 special management areas which require intensive management, 115 established natural areas, 920 recorded cave resources, and numerous areas of critical environmental concern with significant recreation values. The Public Lands also provide many extensive recreational use opportunities such as hunting, fishing, sightseeing and hiking.

The Public Lands continue to be a primary provider of significant recreation opportunities, particularly in those western States that have a large urban population in close proximity to the Public Lands. Recreational uses of the Public Lands contribute greatly to the economy of many western States, and tourism is the fastest growing industry in the region. During 1987, BLM managed lands received over 56 million visitors totalling more than 517 million visitor hours 1/, an increase of 82 percent over 1986. This trend is expected to continue as the population of the West grows and as Americans seek a variety of recreational experiences. Recreational opportunities on the Public Lands are also being promoted by State and local governments to attract tourism. In particular, during the last few years there has been a noticeable increase in high risk, high technology recreational activities, such as river running, cave exploring, rock climbing, and hang gliding. Off-road vehicle use, including snowmobiling, continues to be popular. In part, this places additional requirements on BLM for management actions.



* Does not include miscellaneous recreation activities, such as sightseeing, rockhounding, caving, bird watching, etc.

1/ Visitor hour is the standard measure of recreation visitation on Public Lands and is defined as the presence of a person on a recreation area or site for the purpose of engaging in recreation activities during continuous, intermittent or simultaneous periods of time aggregating 60 minutes.

Special Management Areas

Within the Base program, BLM focuses most of its recreation management and visitor service activities on about 13 percent of the identified special recreation management areas (SRMA's) where more intensive recreational use requires Bureau involvement through direct supervision of use activities. Since an important component of the program involves providing on-the-ground management presence, BLM has visitor service specialists, law enforcement rangers, and seasonal visitor management specialists in intensively-used recreation management areas in many States. The Base program continues funding for the newly designated El Malpais National Conservation Area in New Mexico and Red Rocks Recreation Lands in Nevada. The additional resources provided in 1988 for the California Desert Conservation Area rangers, law enforcement activities in the King Range, and management of the San Pedro Riparian Conservation Area in Arizona are continued in the Base level for recreation resources management, as well as other multiple resource programs associated with the workload.

Permit Management

Many unique recreational opportunities on the Public lands are made available to the public through the issuance of permits to private individuals, commercial operators, organizers of competitive events, and promoters of large ORV events. This is a critical Bureau workload because the accompanying monitoring and compliance activities provide the Bureau with its main capability to control use and aid resource protection in many areas. The public is also well served through the permitting of commercial operators; otherwise, many people who lack the equipment or the "know how" to function in wild environments would truly be "locked-out" of many public land recreation opportunities.

Issuance of permits also provides a direct monetary return to the Federal Government. In 1987, collections from recreation use permits for camping at developed facilities and from over 20,000 special recreation permits totalled approximately $1,000,000. Collections in 1988 are expected to continue or increase slightly above this level as recreation use on BLM lands increases. As authorized by the amendments to the Land and Water Conservation Act contained in the Omnibus Budget Reconciliation Act of 1987 (P.L. 100-203), receipts from recreation fees are deposited to a special BLM account. Up to $1,000,000 of the 1989 request for the recreation resources management subactivity is intended to be derived from the receipts collected into this account in 1988.

Commercial recreational use, competitive events on the Public Lands, and camping at developed facilities also have important economic implications for communities and private industry. They generate significant economic returns for communities and regions, especially around major western rivers, such as in the California Desert and southern Nevada. Outfitters and guides alone contribute $50-60 million annually to the economy of western States, with a major segment of this value being derived from recreational activities involving the BLM-administered Public Lands.

Resource Protection

Resource protection is a component of the program that prevents degradation or damage to resources from recreation-oriented activities. A major share of BLM recreation resource protection projects involve off-road vehicle use and include the installation of barriers, fences, use control signs and interpretive signs. In addition, resource protection includes mitigation of adverse impacts to recreation resources from other land use activities through stipulations in leases and permits.

The Base program also provides a large portion of the support for law enforcement rangers in selected areas of California (especially the California Desert), Arizona, Nevada, Utah, Idaho, Oregon, and New Mexico. As multi-resource specialists, BLM rangers add visibility and augment local law enforcement authorities who cannot provide a full-time law enforcement presence in these areas. The presence of BLM rangers trained in resource management and law enforcement is needed in special areas to prevent unauthorized and illegal activities that threaten critical resource values, to combat trespass problems, and to increase user safety and to provide an authoritative and informative presence on the Public Lands.

Improved Management through Partnerships

The Bureau also continues to encourage and seek voluntary contributions of services, money, materials, labor and other expertise to aid its recreation management and maintenance efforts. In the past, many conservation organizations, recreation groups and public service organizations have assisted the BLM through a variety of volunteer efforts and cooperative arrangements in sharing management responsibility. In an effort to expand joint efforts of this nature, BLM has provided direction to field offices to accelerate recreation management efforts through cooperative management agreements (CMA) whenever possible.

In 1987, volunteers contributed approximately 243,300 hours of work valued at $1,300,000 to the recreation program. It is estimated that each dollar invested in volunteer work can return up to four dollars in resource management capability. The Base program includes funds to aid the Bureau's volunteer use in the recreation management program by providing needed training, supervision and reimbursement of allowable volunteer expenses.

Increase from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	9,569	10,069	+500
(FTE)	(200)	(210)	(+10)

A proposed increase of $500,000 and 10 FTE is needed to provide additional BLM management capability for visitor services and use supervision in areas which have been Congressionally or administratively designated and in special recreation management areas, particularly for recreation management activities in the California Desert Conservation Area (CDCA).

The proposed increase in recreation resources management is for intensified permit monitoring, improved visitor services at critical recreational use areas (providing an additional 2,000 8-hour patrol tours), and preparation of 1 additional activity plan and 2 additional resource protection projects in the CDCA. The funding provided in 1988 for the rehabilitation of the Tangle Lake Campground in Alaska will not be required in 1989, thus, by redirecting those funds in the Base, additional capability is available to accommodate increased demands for permit issuance and for improved monitoring of permittees to ensure compliance with permit provisions in other high visitor use areas, such as the Lower Colorado River in Arizona.

Recreation Resource Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from Base
Inventory (000 acres)	2,814	3,200	3,200	3,200	---
EIS's (#)	4	4	4	4	---
Activity plans (#)	102	97	97	98	+1
Permits issued (#)	20,289	19,400	19,400	19,500	+100
Visitor services (8-hour patrol units)	12,665	13,000	13,000	15,000	+2,000
Resource protection projects (#)	210	170	170	172	+2

The object class detail for the increase of $500,000 and 10 FTE is as follows:

	FTE	Amount
Personnel compensation	10	$300,000
Personnel benefits		60,000
Travel and transportation of persons		40,000
Transportation of things		10,000
Communications, utilities and miscellaneous charges		20,000
Printing and reproduction		10,000
Other services		30,000
Supplies and materials		10,000
Equipment		20,000
Total		$500,000

Activity: Renewable Resources Management
Subactivity: Fire Management

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc.(+) Dec.(-) from Base
$	9,510	9,406	9,406	-104	---
(FTE-T)	(145)	(145)	(145)	(---)	(---)

Authorization

43 U.S.C. 1748 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides for protection of Public Lands and resources from destruction by fire.
16 U.S.C. 594 P.L. 67-315	The Timber Protection Act of 1922 provides for mutual aid in fire protection.
42 U.S.C. 1856	The Reciprocal Fire Protection Agreement Act of 1955 provides authority for mutual aid in fire protection.

Objectives

The objectives of the fire management program are to:

- Implement the Bureau's Fire Management Activity Plans (FMAP) which identify program objectives, equipment, facilities and personnel requirements, and cost to perform fire protection, fire use, and fuels management activities. The current program includes the following:
  - providing the optimum mix of trained personnel, logistical support, and communication systems to minimize the overall cost of wildfire in terms of suppression dollars, resource damages, and personal property and lives lost by detecting and suppressing 90 percent of all fires before exceeding initial attack capabilities;
  - working with local, State, and other Federal and private agencies to reduce the continuing increase in person-caused fires;
  - providing mutual assistance to other Federal and State agencies when wildland fires escape their initial control efforts; and,
  - training and deploying a total of 107 smokejumpers during the strength of force (SOF) emergency presuppression period in Alaska and the Lower 48 States in order to move firefighters to remote locations before fires escape initial attack capability.

- having approximately 400 fire engines and crews, 19 airtankers, 33 helicopters, and approximately 2,000 seasonal firefighters trained, equipped and deployed during the SOF period to initially attack the 10-year annual average of 2,900 fires burning 964,000 acres that occur throughout Alaska and the western United States.

o Cooperate with other fire agencies by developing coordinated and mutually beneficial fire management systems;

o Detect potential lightning fires and disseminate information to over 50 dispatch centers and other agencies to expedite fire suppression force deployment;

o Provide technical guidance for the use of fire as a management tool to enhance or attain resource management objectives; and

o Perform fuels management activities which will reduce the cost of suppression and resource losses.

1989 program

The 1989 Estimate for fire management program is $9,406,000 and 145 FTE.

BLM's fire program is divided into two broad categories. The "fire management" subactivity provides program management, equipment, training development and information systems management, and is relatively consistent from year to year. The other category is "firefighting and rehabilitation" which covers the fire presuppression, firefighting, and rehabilitation expenditures that vary from year to year with the actual occurrence and severity of fires during the fire season. The firefighting and rehabilitation program is discussed under that activity heading.

The fire management program shares the BLM mission to protect and enhance the natural resources of the Public Lands in order to preserve their multiple-use capability in meeting the Nation's resource requirements. As one part of the mission, BLM is responsible for protecting property and natural resources from the destructive effects of wildfire on the 270 million acres of Public Land managed by BLM.

BLM carries out its fire management responsibilities on lands administered by BLM and on some lands of other Federal and State agencies by providing direct suppression; by arranging cooperative protection exchanges with the Forest Service, Bureau of Indian Affairs, National Park Service, Fish and Wildlife Service, and some State agencies; and by entering into contracts with State and Federal agencies for protection of approximately 6 million acres of Public Land.

BLM maintains and operates a large, interagency fire support center at Boise, Idaho, in cooperation with the Forest Service and other Interior agencies. This center, the Boise Interagency Fire Center (BIFC), provides logistic support by mobilizing and coordinating movement of fire suppression resources when local capability is exceeded and when the local agency requests assistance. The national fire radio cache and the BLM fire training development center are also housed at BIFC.

During the mid-1960's and early 1970's, BLM pursued a course which emphasized the need for increased efficiency in combating the "disaster fire." The culmination of this effort was achieving full operation of BIFC. By 1972, BLM had amended its priorities and also began to increase its detection and initial attack capability to complement its earlier efforts. The Bureau's Fire Management Planning System and the Initial Attack Management System (IAMS) scheduled for full implementation by 1991, are the main thrusts of this amended effort.

The priority BLM accomplishments planned for 1989 are as follows:

- Train, equip and dispatch fire and support personnel for the 10-year annual average of 2,700 fires;
- Operate and maintain the Bureau's share of the BIFC program in fire preparedness, logistical support, training and communications;
- Operate and staff the Alaska Fire Service (AFS) to protect designated Interior Department managed and other lands in Alaska and provide the Bureau's pro-rated share of base program costs for the Alaska Fire Service;
- Begin implementation of Phase III (the final phase) of IAMS.
- Provide operation and maintenance for Phases I and II of the IAMS program (see IAMS section below);
- Continue to implement a "greenstripping concept" to reduce the size and number of large project fires, and protect resource values in selected high fire occurrence areas; and
- Continue to modernize the fire planning process, including an economic analysis to determine budget requirements and cost impacts more precisely.

Alaska Fire Service (AFS)

The BLM provides fire protection to all Department of Interior lands in Alaska and to applicable Alaska Native lands through BLM's Alaska Fire Service. The cost of the Alaska fire management program is estimated to be $1,500,000. The area protected includes approximately 197 million acres. BLM receives reimbursement for a portion of AFS funding requirements from other agencies in the Department which benefit from the fire Management program. Funding would be derived from the following Department bureaus:

Bureau of Land Management	$1,000,000
Fish and Wildlife Service	340,000
National Park Service	150,000
Bureau of Indian Affairs	10,000
Total, Alaska Fire Service	$1,500,000

Initial Attack Management System (IAMS)

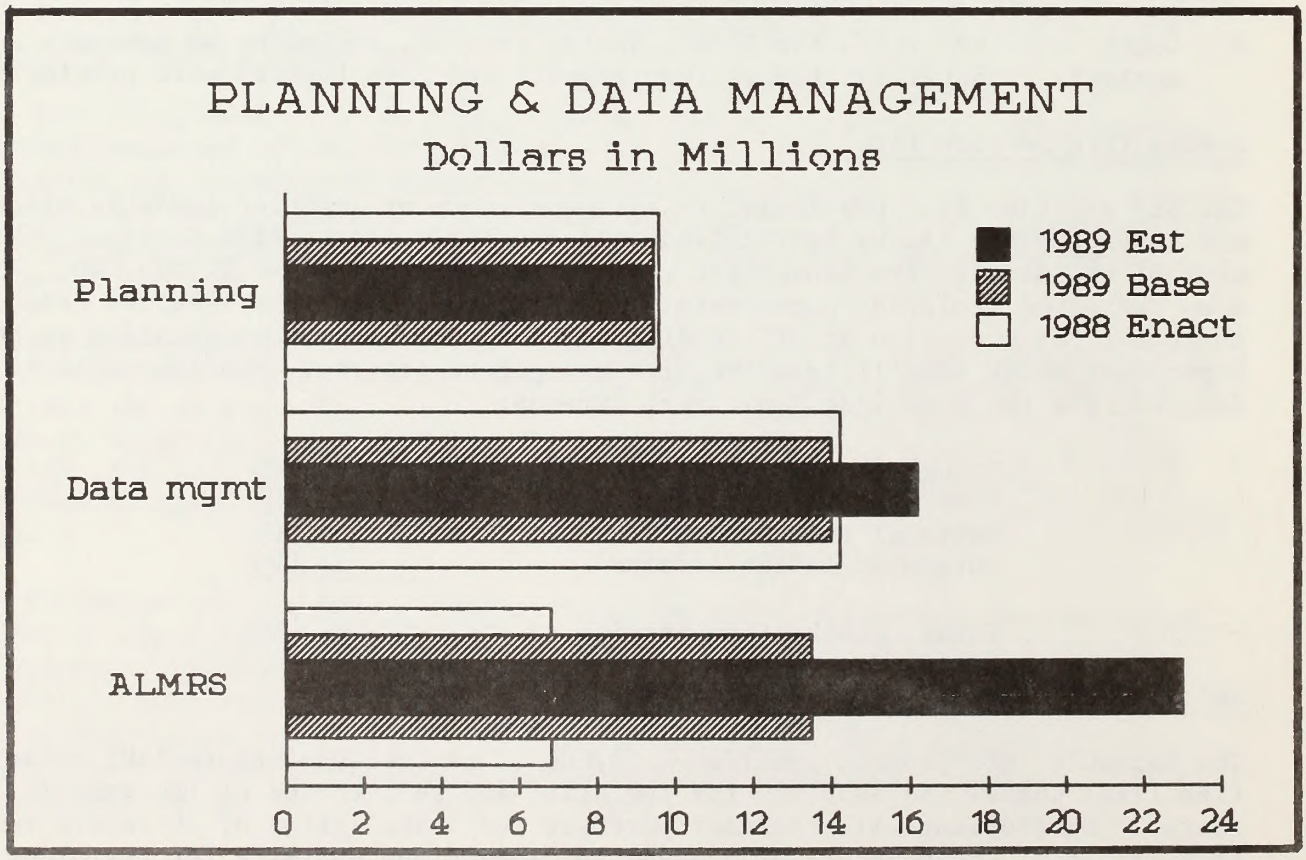
The Bureau's 1989 program provides $550,000 to partially complete IAMS Phase III (the final phase) and $850,000 for operation and maintenance of the existing system. Development will include: purchase and installation of 50 remote weather stations; and purchase of upgraded equipment and software for the older parts of the system.

Activity Summary

Activity: Planning and Data Management

(Dollars in thousands)

Subactivity	1987 Actual B.A.	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Planning	9,399	9,615	9,462	9,462	---
Data Management	15,186	21,004	27,568	39,225	+11,657
Total	24,585	30,619	37,030	48,687	+11,657



Activity: Planning and Data Management
Subactivity: Planning

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
$	9,615	9,462	9,462	-153	---
(FTE-T)	(209)	(209)	(209)	(---)	(---)

Authorization

43 U.S.C. 1711, 1712
P.L. 94-579

The Federal Land Policy and Management Act of of 1976 requires planning for multiple-use management of the Public Lands.

42 U.S.C. 4321 et seq.
P.L. 91-190

The National Environmental Policy Act of 1969 requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major federal actions that may have a significant effect on the environment.

Objectives

The BLM land-use planning program seeks to improve resource management decisions for the Public Lands through a rational process which promotes multiple use and sustained yield considerations, and serves the needs of all Public Land users by:

- Improving BLM's ability to systematically identify and assess changing resource conditions and new Public Land uses;
- Enhancing the ability of line managers to resolve resource and land use issues affecting the Public Lands;
- Promoting coordination and consistency with the plans of other Federal agencies and State, local and tribal governments;
- Increasing public understanding of BLM's responsibilities and program activities, and facilitating public participation in Public Land planning and management; and
- Facilitating compliance with statutory mandates including the Federal Land Policy and Management Act (FLPMA), the National Environmental Policy Act (NEPA), the Public Rangelands Improvement Act (PRIA), the Federal Coal Leasing Amendments Act (FCLAA), and the Surface Mining Control and Reclamation Act (SMCRA).

1989 program

The 1989 level for the planning subactivity is $9,462,000 and 209 FTE. This level provides for the preparation, approval and revision of resource management plans (RMP's), plan maintenance, monitoring and evaluation, and coordination of planning actions with other agencies, State, local and Tribal government officials and the public.

Resource management planning activities are guided by the provisions of the BLM planning regulations at 43 CFR Part 1600 which incorporate the land use planning requirements of FLPMA and other statutes. Specific analytical, public participation and planning related requirements are set forth in the planning regulations. The requirements incorporate provisions for complying with the Council on Environmental Quality regulations implementing NFPA.

All RMP's and associated EIS's, amendments to existing plans, plan revisions, plan maintenance, monitoring and evaluation activities are accomplished in accordance with the planning regulations and the BLM Manual.

A mix of RMP's and Management Framework Plans (MFP's) not yet replaced by RMPs comprise the existing base of BLM plans. This base covers approximately 91 percent of the public land area administered by the BLM. The MFP's in the base were prepared prior to adoption of the current planning regulations or during the transition period to RMP's. All MFP's presently in use were prepared in compliance with the principles of multiple use and sustained yield and were developed with appropriate public participation and intergovernmental coordination, but not necessarily precisely as prescribed by the current planning regulations.

In most cases RMP's are prepared for a BLM resource area (the Bureau's smallest administrative unit which includes an average of about 1.1 million acres of public land). RMP's and MFP's set forth an allocation of resources among competing uses and contain appropriate multiple use management prescriptions. BLM management activities, including use authorizations, licenses and permits, must be implemented in conformance with the decisions and associated terms and conditions of existing plans.

Furthermore, BLM plans must be consistent with the resource-related plans, programs and policies of other Federal agencies, State and local governments and Indian tribes. The plans, therefore, serve as a key link in coordination with other agencies and governmental entities. Changes in circumstances, including the results of monitoring and evaluation, are addressed through the plan amendment process, or plan revision, if warranted.

New land use proposals, whether BLM or non-BLM in origin, which do not conform to existing plans, are considered through the plan amendment process and its attendant procedural and documentation requirements. New planning related data must be periodically and systematically incorporated into existing plans to maintain their usefulness.

Planning work falls within three general categories and includes the inter-related actions described below:

- Preplanning: Advanced preparation for plan making (appropriately scaled to the type of planning involved), including preliminary assessment of issues, data and skill needs (if any), schedule projection and initial assignments, and advance coordination (internal and external).

- o Plan Preparation: Execution of the 9 prescribed action steps as detailed in the 43 CFR 1600 regulations. These categories of steps are: scoping, inventory, management situation analysis, formulating an assessment of alternatives, public review of draft plan and environmental document, plan selection, consistency review, protest resolution, and plan approval.

- o Plan monitoring and maintenance:

  - Determining the conformance of management activities and new proposals to existing plan decisions and the need for amendment.

  - Monitoring and evaluating approved plans to determine plan effectiveness, progress and success of implementation and the need to schedule plan revisions.

  - Maintaining plans to ensure their continued utility and effectiveness.

  - Coordinating management actions and ensuring consistency with other Federal agencies, and local, State and tribal governments.

  - Ensuring NEPA compliance of the subsequent and more detailed plans of actions that are taken as a result of the plans.

Until 1985, planning activity concentrated on the preparation of new RMP's to fulfill mandated program specific planning schedules (such as wilderness and grazing). Beginning in 1986, more emphasis was placed on plan monitoring, maintenance, and amendment. This shift in the emphasis from new RMP preparation to plan monitoring and maintenance reflects both progress on meeting the scheduled mandates which drove earlier planning efforts, and a growing appreciation of the importance of monitoring and maintenance activities to keep the existing BLM planning base current.

In 1989, 10 preplanning efforts will be completed. Some of these will result in decisions to do plan amendments which are funded by the action-forcing benefiting activity, and some would result in a decision to propose an RMP. Also, 12 RMP's in progress will be completed, 200 plans will be monitored, and valid plans would be maintained as described above. A significant effort will be expended in the areas of planning coordination (State and local, other Federal agencies, etc.) as required by FLPMA and environmental coordination as required by NEPA.

Planning Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measures	1987 Actual	1988 Enacted	1989 Base and Estimate
Preplanning efforts (number completed)	10	13	10
Resource mgmt. plans (number completed)	11	11	12
Plans monitored (number)	200	200	200

Activity: Planning and Data Management
Subactivity: Data Management

(Dollars in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
Data Management	$	14,217	14,025	16,225	+2,008	+2,200
	(FTE-T)	(202)	(202)	(207)	(+5)	(+5)
ALMRS	$	6,787*	13,543	23,000	+16,213	+9,457
	(FTE-T)	(41)	(126)	(134)	(+93)	(+8)
Total Requirements	$	21,004	27,568	39,225	+18,221	+11,657
	(FTE-T)	(243)	(328)	(341)	(+98)	(+13)

Authorization

43 U.S.C. 1711, 1731
P.L. 94-579

The Federal Land Policy and Management Act of of 1976 requires preparation and maintenance of an inventory of all public lands and their resources and other uses on a continuing basis and provides for management of the public lands through the BLM.

44 U.S.C. 3501-3520
P.L. 96-511

The Paperwork Reduction Act of 1980 provides for nation of Federal information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, deliver, and productivity, and reduces the information processing burden for the Federal Government and the general public.

DATA MANAGEMENT

Objectives

The objectives of Bureau's data management program are to:

- Continue implementation of the BIM ADP/Data Communications Equipment Modernization Project (ADEMP) to provide for a cost-effective, efficient, and fully integrated data management system to support all Bureau programs by 1994;

- Explore other methods for making data management operations more cost efficient;

*Prior to 1989, ALMRS project work was funded by 2 subactivities, only the Data Management portion is shown here for 1988. The remaining funding was provided under "Lands and Realty Management" subactivity.

- o Provide appropriate ADP systems and data management support to meet Bureau program action priorities;

- o Process data using established remote sensing techniques in support of BLM field operation requirements; and

- o Develop geographic information technology in support of BLM energy and renewable resource program requirements.

Base program

The 1989 Base level for data management (non-ALMRS) is $14,025,000 and 202 FTE. The program involves ADP systems development, computer operations, system and hardware maintenance, data telecommunications, and geographic information technology to support BLM natural resource programs and administrative systems requirements.

Automated Data Processing (ADP)

Automated data processing plays a major role in the accomplishment of BLM's responsibilities as manager of the Public Lands. This role includes processing of data necessary to make decisions involving resources valued in multi-billions of dollars as well as providing support to make administrative and management activities more efficient.

At present there are about 20 major operating automated systems within BLM that provide managers with information to make sound resource management and administrative decisions. Examples of such systems are the Solid Leasable Minerals System (SLMS), Lease Management System (LMS), and the Automated Inspection and Reporting System (AIRS). These systems ensure proper lease management involving compliance and collections of revenues from solid and fluid mineral leases. Other examples include the Grazing Automated Billing System (GABS) which provides accounting for grazing fee billings and provides information on range utilization, and the Ecological Site Inventory which provides managers with necessary information regarding soil and vegetation data including ground cover, erosion ratings, ecological condition and trend. Other automated systems provide necessary information regarding personnel, budget, finance, and other administrative functions.

Under ADP, the following functions are performed:

1. Operation and maintenance of ADP equipment;

2. Development, testing, and implementation of new ADP systems;

3. Acquisition and installation of appropriate kinds and sizes of ADP equipment in Bureau field offices, and operation and maintenance of central site hardware configurations and State office minicomputers;

4. Screening and control of new system proposals to ensure that proposals support Bureau missions as specified by on-the-ground users and managers and that proposals are coordinated to result in uniform Bureauwide applications; and

5. Technical assistance to system users.

BLM's current equipment configuration consists of a Honeywell 66/80 mainframe computer acquired in 1978 and upgraded to a DPS-8 in 1982-1983. Most administrative and natural resource ADP systems are run on this equipment. Each BLM State Office is equipped with Honeywell Level 6 minicomputer for general ADP work. There are also minicomputers dedicated to geographic information technology applications. To provide ADP support services, each State Office has a small ADP staff to operate the equipment, develop ADP system applications to meet local needs, and provide technical assistance and support to the district and area office resource personnel.

Micro-computers (or personal computers) are being used by BLM in increasing numbers as their technological and software capability continues to advance. Many applications, once restricted to large scale computers, can now be more efficiently and economicaly performed by the microcomputer.

ADP Modernization Project (ADEMP)

BLM initiated an ADP modernization project in 1985 to determine its ADP requirements during the decade of the 1990's. The goal is to provide for bureauwide implementation of a modern, fully integrated ADP system by 1994. The Bureau has been assisted in the effort by experts from the American Management Systems (AMS). The ADEMP's purpose is to assist BLM in defining the most efficient and cost/effective configuration of software, hardware and data communications to meet BLM's ADP requirements for the 1990's. The project will tie together all aspects of ADP uses and requirements ranging from large scale mainframes to personal computers and word processors. Major goals of the modernization project are: to ensure that all BIM ADP equipment will be fully compatible; that data is shared by necessary users, that uses are tailored to appropriate types of equipment, and that unnecessary duplication of equipment does not occur because of system incompatibilities.

The modernization project will consider the ADP requirements of BIM's ALMRS project in conjunction with the analysis of BLM's other systems. It will also include an analysis of the functional requirements for automated resource data systems and office automation systems (e.g. word processing). The analysis of configuration options of meeting BLM's full set of technical and functional requirements will be completed in the first quarter of 1988. The specific connection between the modernization project and other BIM ADP applications will be established during the General System Design in 1988 (See the ALMRS project justification).

Automated Resource Data (ARD)

BLM is increasingly using automated resource data (ARD) with existing geographic information systems (GIS) technology to help resource managers make better-informed decisions and reduce costs. Demonstrated benefits of automated over manual methods in savings of time and money and in increasing accuracy and reproducibility of data manipulation have greatly expanded the field demand for automated geographic information technology.

Automated Resource Data (ARD) is used in a process where land characteristics, either physical (natural or man-made) or legal (boundaries, designated areas, leases, etc.) can be spatially designated in a computer data base and spatially referred to other land characteristics for purposes of analysis. In BLM, this technology is employed in such diverse areas as lightning detection systems and

land use planning. In resource management, the technology is primarily used for resource conflict analysis. Sets of data are overlaid to define potential conflicts among resource values, and analysis is performed to minimize resource use conflicts while optimizing resource utilization. Through use of ARD and GIS technology, BLM can perform multivariate resource analysis. Records data, such as ownership, leases, withdrawals, etc., can be used in ARD/GIS technologies to represent defined areas where BLM should be aware of resource values. Consequently, data from the Automated Land and Mineral Records System (ALMRS) can be translated into a GIS context and vice versa to enhance its usefulness for land management. BLM has identified the concept of the Land Information System to ensure that, to the maximum extent feasible, data from ALMRS and ARD data bases could be mutually exchanged with each other and registered to common geographic postions establised by the cadastral survey Public Land Survey System.

Increase from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from Base
$	14,025	16,225	+2,200
(FTE)	(202)	(207)	(+5)

The proposed increase of $2,200,000 and 5 FTE will be used to contract for the redesign and reconfiguration of the software used to run administrative and supporting systems currently operational within the ADP environment of the BLM. Most of these ADP applications were initially designed to operate in the batch processing environment and for many reasons were never upgraded to utilize the data base management system on BLM's existing Honeywell equipment. Since most of these applications will be unchanged after modernization, an improvement of the software, consistent with BLM overall modernization approach, can take place prior to the acquisition of system hardware beginning in 1993. Using the results of the General System Design which will have been completed to assess all BLM automated systems, including ALMRS and current operational systems, a software conversion plan will be developed. After redesign and reconfiguration is completed, the software would then be transportable to new hardware which will be fully compatible with ALMRS when it is obtained.

Distribution of change by object class

The object class detail for the proposed increase of $2,200,000 and 5 FTE is as follows:

	FTE	Amount
Personnal compensation	5	$ 150,000
Personnel benefits		30,000
Travel and transportation of persons		20,000
Other services		2,000,000
Total		$2,200,000

AUTOMATED LAND AND MINERAL RECORDS SYSTEM (ALMRS)

Objectives

The objective of the Automated Land and Mineral Records System (ALMRS) project is to fully automate the BLM land and mineral records by the end of 1993 in order to:

- Reduce the time involved in processing land and minerals casework.
- Improve service to the public by expanding the usefulness and accessibility of the land and mineral records data.
- Provide greater speed and flexibility in maintaining current minerals, lands and resources status records through faster, more accurate updating and enhanced capabilities for casework management.
- Provide for the preservation of valuable hard-copy records which have deteriorated through time and heavy use, thereby eliminating the need to institute a costly program to replace existing paper records.
- Reduce space requirements necessary for storage of hard-copy records.
- Provide capability for more than one user to access the same data base at the same time at different locations, thereby increasing the efficiency and the usability of the records system.

Base program

The 1989 base level for the ALMRS project is $13,543,000 and 126 FTE.

The AIMRS project was initiated in 1983 to automate the land and mineral records data which are fundamental to managing the Public Lands. The project will modernize the present labor-intensive, manual records system which was installed in 1955. With ALMRS, the BLM will develop and implement automated procedures for realty and minerals case management, entering legal land descriptions, land and minerals ownership/use authorization status, and a geographic coordinate data base. These data will include land and minerals ownerships for more than 46,000 townships encompassing approximately one billion acres for which BLM has surface and/or subsurface management responsibilities. ALMRS will provide for a logical progression from the existing manual records system to an automated one. This will eventually enable BLM to retire most of its existing hard copy land records. The automated system will be used not only by BLM for management purposes, but also by State and local governments, industry, and the general public to identify land status, resource availability, and possible encumbrances on private properties.

The primary documents in the existing system are:

- The Master Title Plat - A composite of the survey plats of a township on which current ownership and land status are cartographically described.
- Historical Index - A chronological summary of all actions which affect or may affect title to, disposition of, or use of lands and resources within a township.

- Serial Register Page - Chronological records of each use transaction (e.g., lease, permit, etc.) which has been requested or granted affecting the Public Land.

- Patent Records - A record of Government deeds (patents) which have originally conveyed legal title of public domain lands to another party (e.g., person, State, etc.) with a description of the land and any restrictions on the conveyance (e.g., a reservation of all or part of the mineral estate).

The manual records and the procedures involving their use were not capable of handling the increased public demand workload resulting from the energy boom of the early 1980's. ALMRS offers a comprehensive solution to very real land status and ownership records problems affecting the BLM, other Federal agencies, State and local governments, industry, and the general public. ALMRS will replace an outdated, manual, hard-copy system which is cumbersome to use and keep current, with a faster and more efficient system to support adjudication of land and minerals cases and provide better service to the public.

ALMRS has already yielded an interim case tracking system which is capable of providing automated serial register pages, various statistical reports, case counts, individual case tracking, and case abstracts. All new lands and minerals cases are entered into and tracked by the automated system, representing a substantial time savings over the previous manual procedures required to process and maintain the necessary documents and records.

Life Cycle Management

To develop and implement ALMRS, BLM is utilizing a life cycle management approach that is consistent with Federal information systems standards. System design and development will be accomplished under contract. BLM will provide overall project management, determine technical system requirements, develop and administer the necessary contracts for system design and implementation, and ensure that the system is developed in accordance with Federal ADP systems acquisition standards.

To manage the inherent risk of any such large project, the ALMRS implementation schedule includes the safeguards of:

- Demonstrating a successful prototype (with limited capabilities) in a field office setting during 1988. Thus far prototyping has demonstrated that all ALMRS functions, including graphics, can be met using existing technology and off-the-shelf software with a limited amount of new software development. Results from prototype testing will guide development of accurate Request For Proposal (RFP) specifications for contracted implementation of the System, and ensure user-verified requirements definition.

- Testing the system as designed by the contractor in one pilot State, beginning in 1992.

- Continued contact with the vendor community to keep abreast of current state of the art/practice through such mechanisms as Requests for Information (RFI), Requests for Comments (RFC) and newsletters.

BLM has established a demonstration project in its Farmington (New Mexico) Resource Area to determine how existing software and hardware can be used to tie together records, resources, and geographic coordinate data to develop applications useful for land managers. This effort has already successfully merged land description, status, and geo-coordinate data to develop graphic displays that can perform many of the functions that will exist in the ultimate ALMRS system.

BLM recognizes that ALMRS represents a major development effort that will involve considerable cost. By proceeding in an orderly fashion and adhering to Federal ADP systems acquisition standards, the savings and improvements in management, that automation of the Public Land records will provide, will be realized.

ALMRS System Data

Collection of data for use in the system continues to be done. System data include legal land description, legal land status, and geographic coordinate data. Land description data are the alpha numeric descriptions of a parcel of land in terms of the Public Land Survey System. Land status data describe the bundle of property rights associated with a parcel of land. These include surface ownership, leasing actions, easements granted, mining claims, and any other factors which affect the availability of a given tract of land or its resources for governmental or private use. Geographic coordinate data will match corners established by cadastral surveys with the longitude, latitude, and elevation of points on the earth's surface. These data are necessary to provide graphic representations that will enable ALMRS to replace the existing manual Master Title Plat, use plats, and other graphic outputs. Land description data collection will be completed by the end of 1988. Systematic collection of geographic coordinate data will begin in 1988. Land status data collection will be completed during 1991. Collection of all ALMRS system data will be completed during 1992.

Experience gained in prototyping and from the Farmington Demonstration Project has shown that the most important and management intensive aspect of successful project implementation was in the design and building of the ALMRS data base. It has also been found that data being entered into the ALMRS data base provide the potential to achieve significant interim benefits to BLM's resource management programs even on the equipment that is currently available in BLM.

ALMRS System Analysis

The ALMRS concept was initially analyzed by the Federal Computer Performance Evaluation and Simulation Center (FEDSIM), an ADP systems support agency for the Department of Defense and the General Services Administration. The study found that AIMRS is technically feasible and is sufficiently well justified and documented to proceed to the development phase. The accompanying cost/benefit analysis estimated a favorable 2.74:1 ratio of benefits to costs over the project's life cycle.

AIMRS System Design

The systems analysis phase of the project was completed at the end of 1987. The experience gained during this phase led BLM management to decide that a procurement strategy would be adopted which combined the procurements for software and hardware into a single procurement to reduce risk of contract

incompatibility and to improve assurance of actual success that the system as designed will meet identified user needs. Prior to issuing the actual project design and implementation contract, a General System Design (GSD) contract will be issued during 1988. Under the GSD, the project functional requirements will be analyzed against alternative system architectures to determine how various approaches will affect the cost, performance, efficiency, and sizing requirements for the total system. The GSD is planned for completion in early 1989. The results of the GSD will be incorporated into the functional and system specifications for the combined hardware and software RFP.

Detailed system design will be accomplished by the project contractor as part of the combined hardware/software project implementation contract scheduled for award in 1990. In 1991, BLM will conduct a critical design review to ensure that all system requirements are met. Initial indications are that automated processing capabilities currently exist that will meet ALMRS project requirements, that these capabilities are neither experimental nor developmental, and that existing "off-the-shelf" software can be used by the contractor to a great extent. Meanwhile, data collection and automation, and data match/merging can proceed in order to develop the total AIMRS data base.

ALMRS Project Schedule

Major Milestones in the ALMRS project implementation schedule are:

	Completion
Data Collection	
Legal Land Description	9/88 (FY 88)
Land Status	12/90 (FY 91)
Geographic Coordinates	12/91 (FY 92)
General System Design	11/88 (FY 89)
Hardware/Software Contract	
Issue Request for Comments	12/88 (FY 89)
Receive Comments	2/89 (FY 89)
Issue Request for Proposals (RFP)	5/89 (FY 89)
Close RFP	9/89 (FY 89)
Award Contract	6/90 (FY 90)
Critical Design Review	3/91 (FY 91)
Initial Hardware Delivery	8/91 (FY 91)
Pilot Testing	
Begin	6/92 (FY 92)
Complete	6/93 (FY 93)
Begin Bureauwide Implementation	7/93 (FY 93)

Increase from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from Base
$	13,543	23,000	+9,457
FTE-T	(126)	(134)	(+8)

An increase of $9,457,000 and 8 FTE is requested for 1989, in order to stay on schedule for ALMRS project implementation in 1993. During 1988, the first

major systems development year, project accomplishments will include award of the General System Design Contract, initiation of geographic coordinate data collection, and acceleration in the collection of land status data. During 1989 the General System Design will be completed, and the RFP for the combined software/hardware project implementation contract will be issued. Major emphasis after completion of the GSD will be placed on establishing contract evaluation criteria and benchmarking. The completion of the GSD in early 1989 results in the decrease of $2 million in system design costs for 1989.

An increase of $11.4 million for data collection is required to continue the collection and automation of data and make it possible for BLM to complete ALMRS data collection by 1992. Experience with prototyping efforts has proven that data currently being entered into the ALMRS data base provide the potential to achieve significant interim benefits to BLM's resource management programs even if run on the equipment that is currently available in BIM. It has also demonstrated that configuration, and design of the ALMRS data base will be the most important and management intensive aspect in implementing ALMRS. Completion of data collection by early 1991 will make it possible to ensure that ALMRS data will be fully verified for accuracy by the time the project is implemented in 1993. In addition, as the data is collected and the data base completed, the sooner the essential and heavily used data can be made available for use by BLM, other agencies, and the private sector.

Cost factors in the proposed increase include:

(dollars in thousands)

	1988	1989	Change
System Design (Contract)	4,000	2,000	-2,000
Data Collection (Status,CCDB)	6,600	18,000	+11,400
Project Management	2,943	3,000	+57
Project Total	13,543	23,000	+9,457

The AIMRS project long term funding plan is as follows:

ALMRS Project Funding Schedule

(Dollars in millions)

	Software/Hardware	Data Collection	Project Management	Total
1987 actual	---	2.3	2.7	5.0
1988 appropriation	4.0	6.6	2.9	13.5
1989 budget	2.0	18.0	3.0	23.0
1990 (est.)	8.0	12.0	3.0	23.0
1991 (est.)	12.0	2.0	3.0	17.0
1992 (est.)	32.0	---	3.0	35.0
1993 (est.)	32.0	---	3.0	35.0
Total	90.0	40.9	20.6	151.5

Beginning in 1989, BLM proposes that funding for the ALMRS project be placed on a no-year basis to assist in assuring effective management of this complex project procurement and the long-term project implementation schedule. A project such as ALMRS is inherently complex and some funding adjustments are likely to be required if implementation is to be carried out in an orderly manner. It is not possible to predict precisely all future events, and not every aspect of project implementation is under BLM control. For example, given the magnitude of the project, vendor interest has been keen, and Federal ADP procurement procedures are extremely complex. A vendor protest to any BLM procurement practice could postpone contract award for an indefinite period of time. No-year funding for ALMRS will ensure that funds will be available when required for proper development phasing, and that the threat of funds lapsing at the end of a fiscal year will not result in unnecessary project delays or cause approved funding levels to lapse before they can be used.

Distribution of change by object class

The object class detail for the proposed increase of $9,457,000 and 8 FTE is as follows:

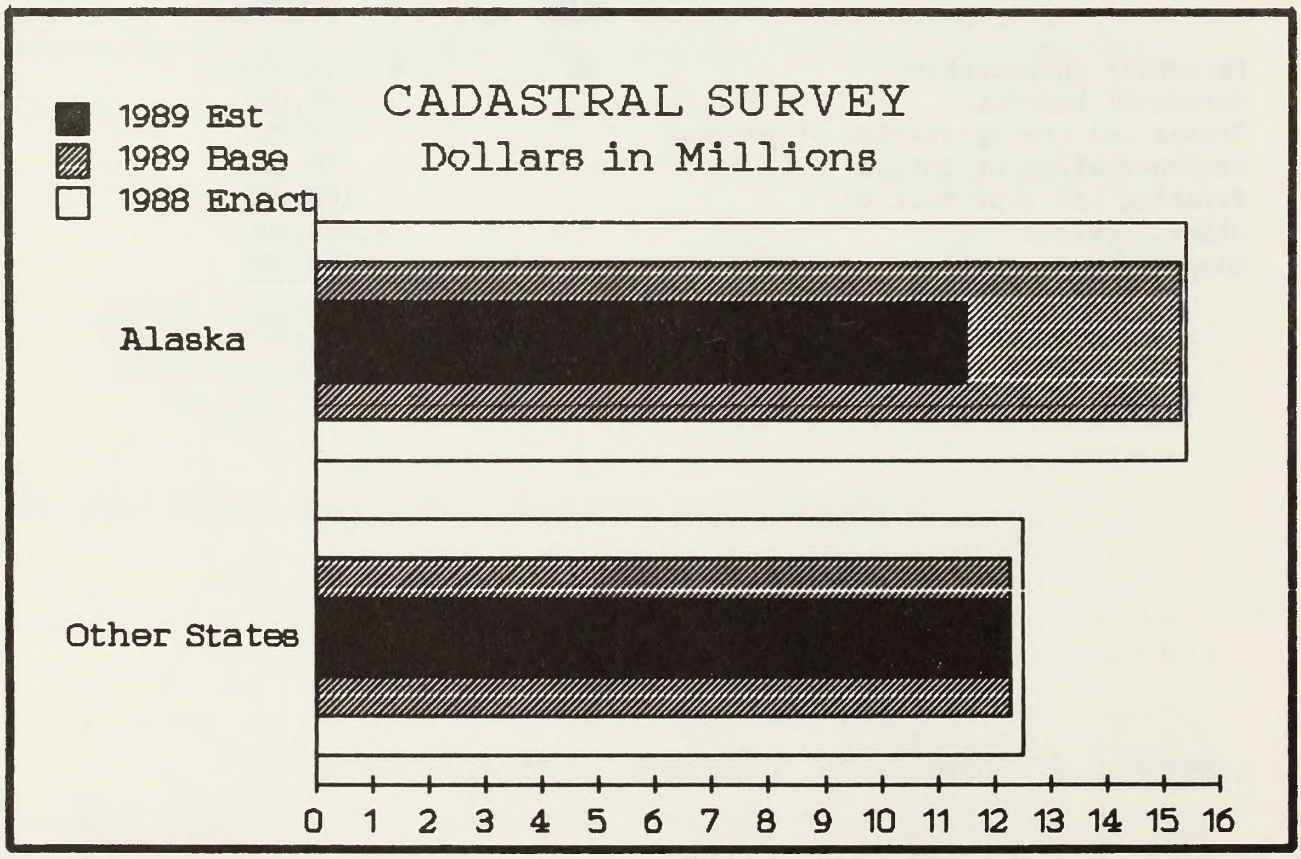
	FTE	Amount
Personnel compensation	+8	$ 240,000
Personnel benefits		48,000
Travel and transportation of persons		19,000
Transportation of things		50,000
Printing and reproduction		100,000
Other Services		8,900,000
Supplies and materials		100,000
Total		$9,457,000

Activity Summary

Activity: Cadastral Survey

(Dollars in thousands)

Subactivity	1987 Actual E.A.	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Alaska	15,245	15,442	15,345	11,545	-3,800
Other States	11,920	12,501	12,335	12,335	---
Total	27,165	27,943	27,680	23,880	-3,800



Activity: Cadastral Survey

(Dollar amounts in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc.(+) Dec.(-) from Base
Alaska	$	15,442	15,345	11,545	-3,897	-3,800
	(FTE-T)	(156)	(156)	(141)	(-15)	(-15)
Other States	$	12,501	12,335	12,335	-166	---
	(FTE-T)	(295)	(295)	(295)	(---)	(---)
Total Requirements	$	27,943	27,680	23,880	-4,063	-3,800
	(FTE-T)	(451)	(451)	(436)	(-15)	(-15)

Authorization

43 U.S.C. 1711, 1738 P.L. 94-579	The Federal Land Policy and Management Act (FLPMA) of 1976 authorizes the delineation of boundaries of the Public Lands.
43 U.S.C. 1612 P.L. 92-203	The Alaska Native Claims Settlement Act (ANCSA) of 1971 requires the survey of Alaska Native lands for conveyance to Native associations and individuals.
48 U.S.C. Chap. 2 note P.L. 85-508	The Alaska Statehood Act, as amended, requires the survey of lands for State selection.
16 U.S.C. 3101, et seq. P.L. 96-487	The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 requires maps and legal descriptions.

The Secretary of the Interior has sole authority to execute all legal boundary surveys involving Federal Interest Lands. Immutable boundaries of the Public Lands must be delineated on the ground and in the official records, as determined by a cadastral survey, prior to patent and many types of resource development. In support of the Bureau's priority programs, the BLM:

- Completes original surveys as a prerequisite to patent of Public Land (e.g., Alaska Native allotments and State selections);
- Establishes precise, on-the-ground boundaries for leases or other uses of the Public Lands (e.g., in Wyoming, the restoration of old, original surveys on mineral lease lands that will affect millions of dollars of resources); and
- Determines precise boundaries to avoid (a) trespass by private parties against the Government or by the Government against private owners, or (b) underutilization of resources (such as timber) for fear of trespass when boundaries are uncertain.

The Bureau executes 90 percent of the actual field surveys with its own personnel, while 10 percent are accomplished by contract or by other Government agencies under delegation from BLM. BLM is responsible for all of the official survey records (plats and field notes). There is a current agreement with the National Park Service (NPS) and the Forest Service (FS) under which those agencies conduct cadastral field surveys on their lands; these surveys must, however, be approved by BLM. The BLM/FS agreement allows an increase in the number of legal cadastral surveys on FS-administered lands. This benefits administration of all programs by helping to resolve trespass and unauthorized occupancy cases and by promoting maximum utilization of the natural resources. BLM provides presurvey search of title records and previous surveys to determine the survey method to be used and is responsible for all records management following survey approval. Surveys required by other agencies, such as the Bureau of Indian Affairs (BIA), are presently conducted by BLM on a reimbursable basis. All cadastral surveys are initiated to solve specific problems. That is, even though BLM has been directed to complete original surveys and is responsible for resurvey, the Bureau initiates these types of survey only when needed to solve a specific management problem.

Three major types of cadastral surveys are executed on the Public Lands:

- o Original surveys under the Public Land Survey System (PLSS) were established by Congress in the Ordinance of 1785. The Secretary of the Interior has delegated to BLM the authority for the original survey of the Public Lands as well as the authority to execute resurveys when needed to determine the boundaries of the public land for management purposes. Since the resurveys are higher priority than original surveys, completion of the original surveys has been delayed except for those required for Alaska land conveyances and those few in the other States required for trespass abatement and resource management.

- o Resurveys are executed to re-establish the boundaries executed in the original survey or to restore corner monuments that have been lost or have deteriorated since the original survey. These resurveys are required to identify the land boundaries for land conveyances, timber sales, trespass determination, minerals, geothermal, and other resource development. Approximately 10 percent of resurveys are completed at the request of other Federal agencies.

- o Special surveys are those that do not fall into either of the above two categories. These include surveys of public lands and islands omitted from original surveys, correction of fraudulent land surveys, mineral surveys of lode mining claims, and many special surveys in Alaska, such as townsites, trade and manufacturing sites, Native allotments, and homesites.

The BLM cadastral survey program is divided into two subactivities -- Alaska and the Other States -- which have substantially different work requirements and support needs.

Objectives

All planned surveys in support of Alaska programs are required by recent acts of Congress or existing land laws. The Alaska cadastral survey objectives are to:

- Support the land designation and conveyance provisions of the Alaska Statehood Act, ANCSA, ANILCA, and the Alaska Railroad Transfer Act.
- Complete surveys through the use of the patent plan process.
- Survey remaining Native allotment parcels, other small tracts and water body meanders within lands to be conveyed or transferred under ANILCA, ANCSA, and the Alaska Statehood Act.

Base program

The 1989 base funding for the Alaska Cadastral Survey program is $15,345,000 and 156 FTE. BLM has initiated the Alaska Patent Plan Process to ensure that Alaska lands program actions and cadastral survey actions facilitate patenting to the State and Natives in a more efficient and effective manner. The Patent Plan Process identifies all the various lands and survey needs within a particular "geographic window." Within these "geographic windows" there will be an intense and concentrated effort to survey all small inholdings, Native, and State selections and all meanderable water bodies.

Criteria for establishing priorities for survey and ultimately conveyances to Natives and the States have been established by the Alaska Land Use Council (representing future patentees). The Interagency Cadastral Coordination Council (ICCC) with representatives from the State, Native interests, individual Native corporations, and Federal agencies, establishes priorities for survey by geographic area. The concentration of surveys within one geographic area may result in the patenting of more lands to a particular interest than to another. The equity of this process will best be demonstrated over a 5-year cycle rather than an annual basis. Another result of this process will be a reduction in the total number of miles surveyed; however, the number of acres patented to the State and Natives will increase.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	15,345	11,545	-3,800
(FTE)	(156)	(141)	(-15)

The decrease of $3,800,000 and 15 FTE is proposed as a result of emphasis on the execution of special surveys under the Patent Plan Process which are complex and time consuming, because they are unusually small inholdings, and a decrease in the completion of additional original surveys on the exterior boundaries of townships in the rectangular survey grid.

Alaska Cadastral Survey Workload Accomplishments

The planned workload accomplishments for 1987, 1988 and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Original survey (miles)	3,085	3,050	3,050	1,020	-2,030
Special survey (miles)	850	847	847	840	-7

Distribution of change by object class

The object class detail for the proposed decrease of $3,800,000 and 15 FTE is as follows:

	FTE	Amount
Personnel compensation	15	$ 450,000
Personnel benefits		112,000
Travel and transportation of persons		50,000
Transportation of things		173,000
Other services		2,840,000
Supplies and materials		75,000
Equipment		100,000
Total		$3,800,000

OTHER STATES

Objective

The objective of the Other States Cadastral Survey program is to provide cadastral survey of Federal Interest Lands for the Continental United States to meet Bureau action priorities within the lands and realty, energy and minerals, forestry, and other renewable resources programs.

1989 Program

The 1989 Estimate for the Other States Cadastral Survey program is $12,605,000 and 290 FTE. At this level of funding, the Bureau will be able to complete 50 miles of original surveys and 5,200 miles of resurveys and special surveys in direct support of program activities as follows:

- Original survey amounting to 50 miles will be completed to provide descriptions of lands proposed for disposal and to respond to public requests for survey of omitted land;
- Some 2,000 miles of resurvey will be completed for lands programs to obtain legal property descriptions for the Unintentional Trespass Act, for proposed exchanges, and for efforts to solve some of the unauthorized occupancy situations which exist throughout the West and in some Eastern States;
- Energy development programs in areas of extensive intermingled lands will require 2,000 miles of resurvey. Surveys will permit land ownership identification and, ultimately, will expedite energy development exploration. In 1989 emphasis will continue to be on resurveys in the Powder River Basin of Wyoming. Survey corners in this area of high energy mineral interest have been obliterated, and dependent resurveys recently completed have shown that many townships have significant distortions in the original surveys. This presents an oil and gas resource management problem for both industry and the Federal Government. The 1989 requested level provides for resurvey of 15 townships.

Other States Cadastral Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base and Estimate
Original survey (miles)	80	80	80
Resurvey (miles)	6,090	6,090	6,090
Special survey (miles)	235	235	235

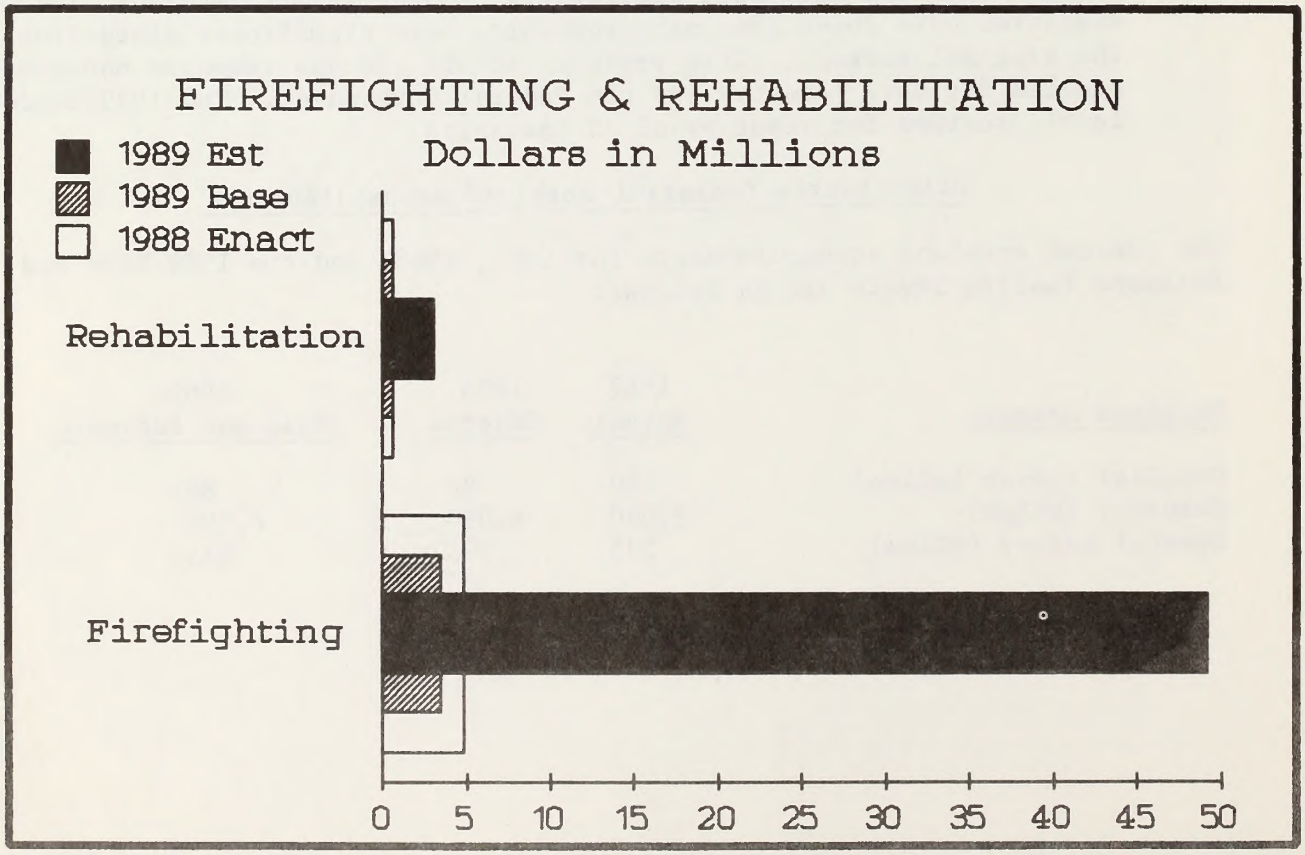
Activity Summary

Activity: Firefighting and Rehabilitation

(Dollars in thousands)

Subactivity	1987 Actual B.A.	1988 Enacted	1989 Base	1989 1/ Estimate	Inc. (+) Dec. (-) from Base
Firefighting and Presuppression	79,123	4,834	3,492	49,153	+45,661
Rehabilitation	3,994	584	584	3,000	+2,416
Total	83,117	5,418	4,076	52,153	48,077

1/ The 1989 Estimate reflects a request for upfront funding to repay emergency transfers made to cover the costs of the presuppression, suppression, and rehabilitation program in 1986. This new funding proposal will significantly reduce the level of supplemental appropriations needed for repaying firefighting costs. If additional funds are required to cover 1988 repayments, additional funding will be requested.



Justification of Program and Performance

Activity: Firefighting and Rehabilitation

(Dollar amounts in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc.(+) Dec.(-) from Base
Firefighting and Presuppression	$	4,834	3,492	49,153	+44,319	+45,661
	(FTE-T)	(785)	(785)	(785)	(---)	(---)
Rehabilitation	$	584	584	3,000	+2,416	2,416
	(FTE-T)	(40)	(40)	(40)	(---)	(---)
Total Requirements	$	5,418	4,076	52,153	+46,735	48,077
	(FTE-T)	(825)	(825)	(825)	(---)	(---)

Authorization

P.L. 100-202 Sec. 102 — The General Provisions of the 1988 Appropriations Act for the Department of the Interior and Related Agencies authorize the Secretary to transfer funds from other Department accounts for the suppression or emergency prevention of forest or range fires on or threatening the public lands and for the emergency rehabilitation of burned lands.

Objectives

- Provide the forces necessary to prevent, detect, attack, and suppress wildfires in order to protect the resource values, property and lives located on public land or adjacent to public land.
- Provide immediate response in the form of personnel, aircraft, equipment or supplies to reduce the damage resulting from wildfires;
- Provide emergency rehabilitation on burned-over lands to prevent further damage and protect resource values for future productivity; and
- Provide fuels modification in selected high fire occurrence areas to reduce the size and number of large fires and potential suppression costs.

1989 program

FIREFIGHTING AND PRESUPPRESSION

The firefighting and presuppression program includes the following components:

A. Presuppression: This includes the management functions necessary to initiate the fire preparedness and suppression programs and the preparation of fire suppression forces to fight an average of 2,700 fires annually. Included are: hiring and training approximately 2,000 seasonal fire suppression personnel; inspecting and servicing 400 fire trucks; making available (through contract) 33 helicopters, 19 retardant aircraft, and 30 multi-purpose aircraft; inventorying and stocking fire supply caches; activating 12 field fire stations; activating weather stations and automatic lightning detection facilities and lookouts; initiating operation of large coordination and logistic support facilities; and providing communication networks and facilities. These activities take place during the designated activation periods of the fire season. The Bureau uses full service contracts through the Office of Aircraft Services to meet all aircraft support requirements of this mission. Historically, the amount of funding needed for presuppression activities has been in the range of $25,000,000 to $26,000,000 annually.

B. Suppression: These functions include all actions directly tied to suppressing a specific fire including costs of: firefighting and fire command support personnel; suppression aircraft operations; housing, feeding, and logistical services for all employees assigned to the fire; firefighting equipment, supplies, materials and tools; refurbishing or replacing equipment used, damaged or lost in the fire suppression effort; and the associated costs of logistic support. Costs begin when the first fire report is received and end when the equipment is returned to a state of readiness. Regular and overtime pay of both permanent and temporary employees is charged to this program category. Actual suppression costs have varied significantly with the severity of any given year's fire occurrences.

REHABILITATION

Rehabilitation costs are incurred to prevent land degradation, resource losses, and other dangerous situations due to damage by fire. This subactivity provides funds for specific emergency rehabilitation projects and includes such costs as reseeding burned areas to quickly establish a vegetative cover to reduce wind and water erosion damage or to prevent the establishment of undesirable species which create future high fire potential, construction of temporary water diversion structures to reduce erosion from water runoff, fencing to prevent animals from destroying the revegetated areas, and felling of fire-damaged trees in high use areas. Additionally, the Conference Report accompaning the 1988 Appropriations Act authorized the planting of seedlings in the intensely burned areas of California and Western Oregon with fire rehabilitation funds.

Historically over the past several years, the amount of funding needed for emergency fire rehabilitation costs has been in the range of $2,500,000 to $4,000,000. The amount depends on the severity of each fire season.

Increase from 1989 Base

	1989 Base	1989 Estimate	Difference
$	4,076	49,153	+48,077
(FTE)	(825)	(825)	(---)

Over the past 5 years, the annual costs of fire presuppression, firefighting, and rehabilitation costs have averaged $70 million. Financing for these costs has primarily been accomplished through borrowing from other no-year accounts within the Department under Section 102 authority and repayment for borrowing in the following year's Appropriations Act.

Given the uncertainties involved in predicting the severity of a particular fire season, BLM has historically requested a token amount for firefighting and rehabilitation in its annual budget request. As the fire season progresses, the Secretary is authorized under Section 102 of the General Provisions of the Interior and Related Agencies Appropriations Act to transfer funds from other no-year appropriations to BLM to cover the costs of fire-fighting and rehabilitation. The affected appropriations are repaid in the following fiscal year with funds obtained through supplemental appropriation or in the following year's regular appropriations act.

This year we are requesting a modification to the historical approach to financing the firefighting and rehabilitation program. The approach recogonizes the patterns of congressional funding in recent years, which is to include amounts necessary to repay prior year emergency transfers in the regular appropriations act. The amount requested will be used to repay 1988 costs. If this level is not sufficient to cover 1988 transfers, additional funding will be requested.

Providing "up-front" funds in the annual appropriations act will reduce the need for annual supplemental appropriations, and provide a smoother and more predictable funding pattern.

Distribution of Change by object class

The object class detail for the proposed increase of $48,077,000 is as follows:

	FTE	Amount
Personnel compensation	--- 1/	$24,750,000
Personnel benefits		4,950,000
Travel and transportation of persons		500,000
Transportation of things		2,000,000
Rent communications, utilities and misc.		500,000
Printing and reproduction		25,000
Other services		6,752,000
Supplies and materials		8,000,000
Equipment		600,000
Total		$48,077,000

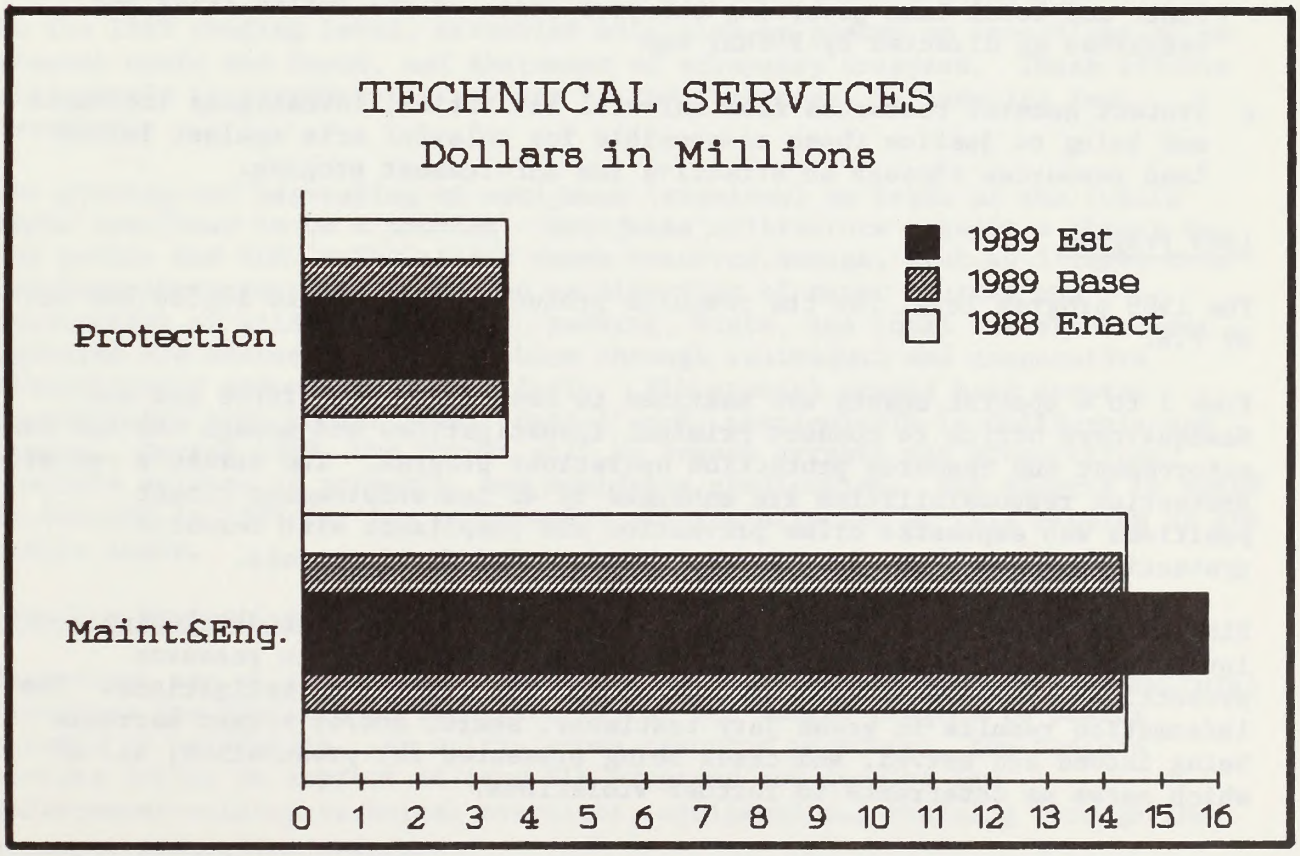
1/ The FTE for this program have historically been included within the Bureau totals, even though funding was obtained from transfers or subsequent appropriations.

Activity Summary

Activity: Technical Services

(Dollars in thousands)

Subactivity	1987 Actual B.A.	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Resource Protection	3,362	3,560	3,530	3,530	---
Maintenance and Engineering Services	12,993	14,415	14,276	15,776	+1,500
Total	16,355	17,975	17,806	19,306	+1,500



Activity: Technical Services
Subactivity: Resource Protection

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc.(+) Dec.(-) from Base
$	3,560	3,530	3,530	---	---
(FTE-T)	(39)	(39)	(39)	---	---

Authorization

43 U.S.C. 1733
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976, Section 303, authorizes regulations to carry out the provisions of the Act with respect to the management, use, and protection of Public Lands, including the property located on these lands. The Secretary may also authorize Federal personnel to carry out law enforcement responsibilities and/or enter into agreements with appropriate local officials to assist.

Objectives

- Ensure compliance with all Federal laws and regulations and appropriate State and local laws governing the protection of the Public Lands and resources as directed by FLPMA; and

- Protect natural resources from unlawful activities, investigate incidents and bring to justice those responsible for unlawful acts against Public Land resources through an effective law enforcement program.

1989 Program

The 1989 program level for the resource protection program is $3,530,000 and 39 FTE.

From 1 to 4 special agents are assigned to each BLM State Office and the Headquarters Office to conduct criminal investigations and manage the BLM law enforcement and resource protection operations program. The Bureau's resource protection responsibilities are enhanced by 41 law enforcement ranger positions who emphasize crime prevention and compliance with resource protection measures through visitor contacts and field patrols.

BLM law enforcement work is multi-faceted. The work entails developing investigative contacts which give exposure and visibility to resource protection personnel as well as provide information for investigations. The information results in grand jury testimony, search and/or arrest warrants being issued and served, and cases being presented for prosecution, all of which serve as deterrents to further violations.

Investigations

Investigations support many of the Bureau's resource management programs, such as cultural resources, lands, minerals, forestry and recreation.

Destruction of antiquities and illegal removal of archaeological resources continue to be areas of heightened concern. Additional emphasis within the 1989 program has been placed on identifying and bringing to justice persons who are stealing and marketing these resources. Bureau special agents are involved in joint Federal/State interagency task force operations designed to combine limited agency resources and cooperatively increase archaeological protection efforts. The additional emphasis on archaeological crimes will enable Bureau law enforcement officers to increase detection and enforcement efforts to protect archaeological and cultural resources. These efforts will occur in the following areas:

Detection - includes remote sensing of possible violations, aircraft overflights, aerial photographs, ground checking and interagency coordination.

Public Awareness - encompasses a public education program to make visitors and users of the Public Lands aware of the problem and means of reporting it.

Employee Awareness - trains employees on how to observe and report violations encountered while working on the Public Lands.

Law Enforcement - includes actions conducted in cooperation with other Federal, State and local law enforcement personnel.

At the 1989 funding level, attention will also be placed on investigation of mineral theft and fraud, and abatement of occupancy trespass. These efforts will result in considerable savings to the Government by reducing lost revenues.

The growing and harvesting of marijuana (cannibas) on areas of the Public Lands continues to be a problem. Marijuana cultivators present a threat to the public and BLM employees and cause resource damage, such as illegal tree cutting, littering, contamination or diversion of water sources and destruction of wildlife habitat. Federal, State, and local law enforcement agencies are addressing this problem through individual and cooperative investigative and eradication efforts. BLM special agents have devoted considerable time to marijuana control work, particularly in California and Oregon. During 1989, the thrust will be toward arrests and prosecutions, possible seizure of property, and marijuana eradication. BLM expects to spend $1,000,000 in 1989 for law enforcement efforts directed at this problem on the Public Lands.

Resource Protection

Increasing use of the Public Lands and the depredation of natural and cultural resources has dictated an expansion of the BLM ranger program to States outside of California. As multiple-use resource personnel, the rangers perform duties in support of many BLM programs and receive law enforcement-related technical oversight, equipment and training through the resource protection program.

Rangers conduct patrols and provide a BLM presence at selected high use areas, as well as in remote locations, to reduce people versus people violations, vandalism to improved facilities, off-road vehicle violations, cultural resource and vegetation thefts, etc. Rangers also contribute to monitoring and compliance activities for various BLM programs to ensure that closures and permit restrictions are obeyed and to observe any unusual occurences relating to use of the Public Lands. While in the performance of their duties, rangers may provide normal and emergency assistance to visitors and users of the Public Lands.

The 1989 program level includes continued support for rangers, along with other resource management programs. Funding for law enforcement work by rangers, investigations by special agents, training, equipment and law enforcement agreements in the California Desert Conservation Area and the King Range National Conservation Area are included in the 1989 program.

Cooperative Agreements

Section 303 of FLPMA encourages BLM to enter into cooperative agreements with State and local law enforcement agencies to assist in the enforcement and regulation of use and occupancy of the Public Lands. Since 1976, law enforcement agreements have been signed with local law enforcement agencies in most of the western States. These agreements emphasize the enforcement of State and local ordinances rather than Federal laws on Public Lands since enforcement of Federal laws on Public Lands rests with Federal law enforcement officials. The actual number of law enforcement agreements can vary from year to year because agreements may be on a countywide basis, for specific problem areas, or for a specified, limited time period (such as long holiday weekends). An estimated 70 agreements will be in effect under the 1989 program.

BLM special agents monitor each cooperative agreement. The agreements are usually with a county sheriff or a State or local law enforcement agency. Resources being protected through law enforcement agreements vary from State to State and by the nature of the problem. A number of the BLM law enforcement agreements signed with county sheriffs have singled out marijuana control as the major work task to be accomplished. BLM also works cooperatively with State and local government agencies in this matter and is cooperating extensively with the Drug Enforcement Administration, Forest Service, National Park Service and the Bureau of Indian Affairs in such projects as remote sensing and area reduction mapping, and the Campaign Against Marijuana Planting for the purpose of eradicating marijuana.

Resource Protection Workload Accomplishment

The planned workload for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Estimate	1989 Base and Estimate
Investigations:			
Wild horse and burro abuse	64	79	78
Timber theft	55	66	74
Range arson	24	25	35
Antiquities theft and destruction	43	59	66
Solid and fluid mineral theft and fraud	98	115	138
Theft and destruction of government property	37	46	52
Recreation site violations	49	64	82
Occupancy trespass	67	106	102
Marijuana control	46	62	78
Other 1/	76	86	86
Total	559	708	791

1/ such as assault, fraud, and vegetative theft.

Number of Law Enforcement Agreements Signed:

State	1987 Actual	1988 Estimate	1989 Base and Estimate
Arizona	2	3	2
California	18	17	15
Colorado	9	9	4
Idaho	9	11	11
Montana	1	0	0
Nevada	2	2	2
New Mexico	4	3	3
Oregon	22	22	22
Utah	6	6	6
Washington	5	5	5
Total	78	78	70

Justification of Program and Performance

Activity: Technical Services
Subactivity: Maintenance and Engineering Services

(Dollar amounts in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc.(+) Dec.(-) from Base
Building Maintenance	$	3,973	3,930	4,430	+457	+500
	(FTE-T)	(55)	(55)	(61)	(+6)	(+6)
(Energy Conservation Retrofit Projects)	$	(20)	(20)	(20)	(---)	(---)
	FTE-T)	(---)	(---)	(---)	(---)	(---)
Recreation Maintenance	$	4,811	4,768	5,368	+557	+600
	(FTE-T)	(68)	(68)	(76)	(+8)	(+8)
Transportation Maintenance	$	4,287	4,251	4,751	+464	+500
	(FTE-T)	(54)	(54)	(58)	(+4)	(+4)
Engineering Services	$	1,344	1,327	1,227	-117	-100
	(FTE-T)	(26)	(26)	(23)	(-3)	(-3)
(Energy Conservation-Technical Surveys)	$	(80)	(80)	(80)	(---)	(---)
	(FTE-T)	(2)	(2)	(2)	(---)	(---)
Total Requirements	$	14,415	14,276	15,776	+1,361	+1,500
	(FTE-T)	(203)	(203)	(208)	(+15)	(+15)

Authorization

43 U.S.C. 1701, 1731-32, 1762 — The Federal Land Policy and Management Act of 1976 provides authority for the maintenance of roads required for protection, development, and management of lands for utilization of forests and other resources; and directs that public lands be managed to protect scenic, historical, and archaeological value and to provide for outdoor recreation and for human occupancy and use.

During the period of 1973-1986, the Bureau has spent about $80 million in capital investments for buildings, recreation facilities, and roads. In total, the estimated in-place value of the capital facilities and buildings owned and constructed by BLM is about $360 million. The proposed maintenance and engineering services expenditures of $15.8 million in 1989 represents

4 percent of the capital investment to be used for maintenance, upkeep, and protection of the investment. For 1989, BLM is proposing an increase of $1.6 million in all areas of maintenance to improve the overall condition of its facilities.

Maintenance expenditures are also directly related to ensuring a safe environment for users of Public Lands and for Federal employees who manage and protect resource values.

In response to the House Committee on Appropriations, the BLM prepared a status report on the condition of BLM facilities as of January 1986. The report concluded the following as to the overall condition of BLM's facilities.

BLM Facilities Condition Status Report
Percentage of Facilities in Good, Fair, and Poor Condition

	Good	Fair	Poor
Buildings	56%	32%	12%
Recreation Sites	27%	53%	20%
Transportation facilities	38%	45%	17%

The definition of the categories is as follows:

Good - Currently in good condition and receiving adequate maintenance to keep it that way.

Fair - In need of some additional maintenance and/or not receiving adequate maintenance to keep it in good condition.

Poor - The need for major maintenance/rehabilitation or reconstruction.

During 1988, BLM is working on developing an improved system for inventorying, classifying the condition, and recording pertinent maintenance information about its facilities. Once this system is developed and implemented the Bureau should have better data on which to base maintenance schedules and requirements.

BUILDING MAINTENANCE

Objectives

- Provide maintenance on BLM-owned office buildings, other BLM-owned buildings and associated water and sewer systems (outside of western Oregon) in order to:
  - provide a safe and professional working environment for BLM employees and for public visitors to BLM office buildings; and
  - maintain the public investment through adequate stewardship of Federal buildings.
- Provide retrofit maintenance such as adding insulation, storm windows, utility system control units, and other cost-effective energy conservation measures identified in technical surveys.

Base program

The 1989 Base of $3,930,000 and 55 FTE provides maintenance of BLM-owned water and sewer systems, office buildings, warehouses, shops, storage buildings, fire stations, lookouts, parking areas, and wareyards.

Maintenance includes:

- Major maintenance work, such as repairing sewage, electrical, heating, ventilating and air conditioning systems, and minor structural repairs;
- Energy retrofitting, such as installing storm windows, insulation, control systems, and more efficient heating and cooling systems;
- Minor maintenance work, such as repainting and replacing broken windows; and
- Grounds work, such as mowing lawns, pruning trees and shrubs, irrigation, and gravel replacement.

The BLM owns approximately 1,350 structures and buildings, outside of western Oregon, containing over 1,486,000 square feet of space. These structures vary from complex administrative office buildings to small radio repeater stations and well houses. Most such smaller structures require very little, or no, maintenance.

About 132 office buildings and over 700 other BLM-owned buildings will be maintained at the Base level. The buildings scheduled for maintenance are those targeted for long-term retention and needed to accomplish the goals of the organization. BLM will also maintain 97 water and sewer systems. Most of this maintenance work will be accomplished through contractual services for repairing, repainting, and improving electrical, heating, plumbing, and structural systems of these buildings to ensure safe and usable facilities.

Increase from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	3,930	4,430	+500
(FTE)	(55)	(61)	(+6)

This increase will allow additional facilities condition surveys, planning and identification of corrective and scheduled maintenance needs for BLM buildings. The increased funding will also be used for repairing or replacing major building components such as roofs, sewer systems, and HVAC systems, which are needs that are above the capabilities of the Base program. An example of the kind of building maintenance that is required is replacement of the malfunctioning heating and ventilation system at BLM's Salmon District Office in Idaho.

Distribution of change by object class

The object class detail for the proposed increase of $500,000 and 6 FTE is as follows:

	FTE	Amount
Personnel compensation	6	$180,000
Personnel benefits		36,000
Other services		274,000
Supplies and materials		10,000
Total		$500,000

RECREATION MAINTENANCE

Objectives

- Maintain developed recreational sites on the Public Lands (outside of western Oregon) at a standard that will:
  - Protect public facilities, investments and resource values; and
  - Remove or correct health or safety hazards such as inadequate sanitary facilities and hazardous water supplies.
- Provide cleanup and hazard reduction at undeveloped Public Land sites receiving recreational use to ensure public safety and to protect the surrounding natural resource values.

Base program

The Base program level is $4,768,000 and 68 FTE. The principal costs of operating and maintaining recreation sites are:

- trash collection and maintenance/operation of restroom-sanitation facilities;
- installation and maintenance of water purification systems;
- repair of structures (picnic facilities, restrooms, etc.);
- removal of hazards, such as dead trees, excess fire fuel, old mine shafts; and
- repair or replacement of signs.

This level of maintenance will ensure safe, healthful and sanitary conditions for visitors to the Public Lands. This includes $2,750,000 for trash collection, installation and maintenance of water purification devices, and repair of facilities at developed recreation sites. The remaining $2,018,000 will be used for cleanup of about 1,500 picnic and undeveloped sites and removal of 300 hazards.

To ensure more effective use of maintenance funds, the Bureau is including a periodic maintenance schedule as part of the design requirements on all new projects. Maintenance funds will be concentrated on the most intensively used recreation areas where both visitor use and BLM's investment are the greatest.

Some maintenance of recreational facilities is also accomplished by volunteer assistance at both developed and undeveloped sites. Volunteers are assisting with maintenance of campgrounds including trash collection, repairs, and inspections. Cooperative management agreements are being developed with local clubs and other organizations to maintain recreation sites whenever possible.

Increase from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	4,768	5,368	+600
(FTE)	(68)	(76)	(+8)

This increase will be used to provide additional corrective and scheduled maintenance, as well as increased maintenance frequency, to many of the Bureau's most intensively used recreation sites. Many sites have suffered the effects of both nature and vandalism, and require additional maintenance unavailable at the Base funding level. Emphasis will be placed on ensuring the health and safety of Public Land users. In addition, attention will be directed toward improving the appearance and usability of some sites. Areas receiving special emphasis will include the Lower Colorado River areas in Arizona and California, the Upper Colorado River areas in Colorado, campgrounds in Idaho and Utah, and river areas in Oregon such as along the Rogue Wild and Scenic River and the Deschutes River.

Distribution of change by object class

The object class detail for the proposed increase of $600,000 and 8 FTE is as follows:

	FTE	Amount
Personnel compensation	8	$240,000
Personnel benefits		48,000
Travel and transportation of persons		5,000
Transportation of things		20,000
Other services		137,000
Supplies and materials		75,000
Equipment		75,000
Total		$600,000

TRANSPORTATION MAINTENANCE

Objective

- To maintain roads, trails, and major bridges on BLM-administered public lands outside of western Oregon in order to:

  - Prevent expensive replacement or rehabilitation costs;
  - Protect the public capital investment;
  - Increase the safety of the roads for use by the public and Federal employees;
  - Reduce erosion; and
  - Maintain the usefulness of roads for the purposes for which they were constructed.

Base program

The 1989 Base level for the transportation maintenance program is $4,251,000 and 54 FTE.

There are about 44,000 miles of roads, 5,000 miles of trails, and 250 major bridges on Public Lands outside of western Oregon. BLM is responsible for maintaining these roads and bridges. At the 1989 Base funding level, the Bureau will:

- Provide scheduled maintenance on 7,300 miles of road;
- Provide corrective maintenance on 1,000 miles of roads and trails; and
- Maintain 52 bridges.

A majority of BLM's road and trail maintenance work is performed by private contractors. Maintenance intensity varies depending on the purpose of the road, but generally includes:

- Grading to repair damage from erosion;
- Stabilization of shoulders to protect surfacing;
- Resealing or repaving;
- Replacement of individual culverts; and
- Repair of bridge structures.

In some cases, BLM roads are maintained by others. The principal example is timber access roads which are usually maintained by timber purchasers during the term of the sale contract (after which the responsibility shifts to BLM). For BLM scheduled maintenance work, emphasis is placed on those roads, trails, and bridges that receive the greatest use and on roads which have the greatest potential for erosion.

BLM roads represent public investments in Public Lands. Diligent maintenance reflects proper stewardship of these investments. Corrective maintenance involves the completion of maintenance that is not on a normal schedule and is the result of some abnormal situation which requires immediate corrective action. Examples would include damage to roads from heavy runoff or erosion, flood damage to roads and bridges, obstructions on roads, culvert damage, and others.

Increase from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	4,251	4,751	+500
(FTE)	(54)	(58)	(+4)

This increase will provide additional corrective and scheduled maintenance for those sections of the Bureau's transportation systems which are receiving the most use, are of the most value to BLM for administrative purposes, and are most in need of repair and rehabilitation. There have been several recent years where erosion and heavy storm damage have left some BLM roads and bridges in need of major rehabilitation. The majority of the increase will be directed to Oregon, California, and Utah.

Typical of needed transportation maintenance work are segments of roads in the Kings Range area of California where dangerous curves and steep drop-offs pose considerable hazards to the using public. Another example is the Rio Grande Gorge road in New Mexico which has eroded badly and resurfacing is necessary along with repair of the many potholes that have been created.

The increase will permit us to maintain an additional 250 miles of roads and trails and 2 additional bridges.

Transportation Maintenance Workload Accomplishment

Workload Measure	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Scheduled Road Maintenance (miles)	7,100	7,325	7,300	7,450	+150
Corrective Maintenance Roads & Trails (miles)	870	1,050	1,000	1,100	+100
Maintain Bridges	48	52	52	54	+2

Distribution of change by object class

The object class detail for the proposed increase of $500,000 and 4 FTE is as follows:

	FTE	Amount
Personnel compensation	4	$120,000
Personnel benefits		24,000
Travel and transportation of persons		3,000
Transportation of things		3,000
Other services		290,000
Supplies and materials		50,000
Equipment		10,000
Total		$500,000

ENGINEERING SERVICES

Objectives

- Provide engineering survey and design and other professional engineering/ architectural services for the development and operation of the Bureau's physical facilities; and

- Conduct transportation planning in order to inventory, determine condition priority, and develop maintenance schedules for the Bureau's transportation system;

Base program

Base funding for engineering services is $1,327,000 and 26 FTE. Engineering services provide essential professional engineering expertise to all other Bureau programs. State Office and District Office engineering personnel perform transportation system management services, contract supervision and administration of both facility construction and major land improvements requiring engineering expertise. Examples of engineering services are:

- Survey and design of timber access roads (to be built by others);

- Survey and design of roads requiring easements;

- Technical assistance for dam and bridge safety inspections, rehabilitation and maintenance;

- Technical assistance for health and safety services at Bureau facilities;

- Review and administration of architectural and engineering source contracts for all programs; and

- Transportation system management functions for all Bureau programs.

In addition to the survey and design work for buildings, roads and trails, and recreation facilities, the Bureau's engineering personnel perform a number of other services including:

- o Dam safety review (through design, evaluation, and rehabilitation of structures);
- o Expert review of dam safety problems, bridge inspections and repairs, and road washouts in emergency situations; and
- o Technical assistance for the design and maintenance of range improvement and wildlife and watershed projects.

Sign Program

The Bureau produces about 10,000 signs annually. If BLM does not make the signs, regulations require the work to be contracted to Federal Prison Industries. Building the signs in-house allows BLM to meet a variety of needs, still conform to standards, and do so at savings to the government by reducing the transportation costs.

The 10,000 signs that are installed or replaced each year provide:

- o Information to the public at Bureau office complexes and recreational sites;
- o Public Lands location or boundary identification, and road directional assistance to the public and for program management purposes; and
- o Safety and interpretive signs to protect the public and help them better understand and appreciate the natural resources around them.

Decrease from 1988 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	1,327	1,227	-100
(FTE)	(26)	(23)	(-3)

The proposed decrease of $100,000 and 3 FTE is made possible by redirecting general engineering support work from future year construction project planning to specific engineering assistance for maintenance activity scheduling, and improvements in support of increases requested in the three maintenance programs.

Distribution of change by object class

The object class detail for the decrease of $100,000 and 3 FTE is as follows:

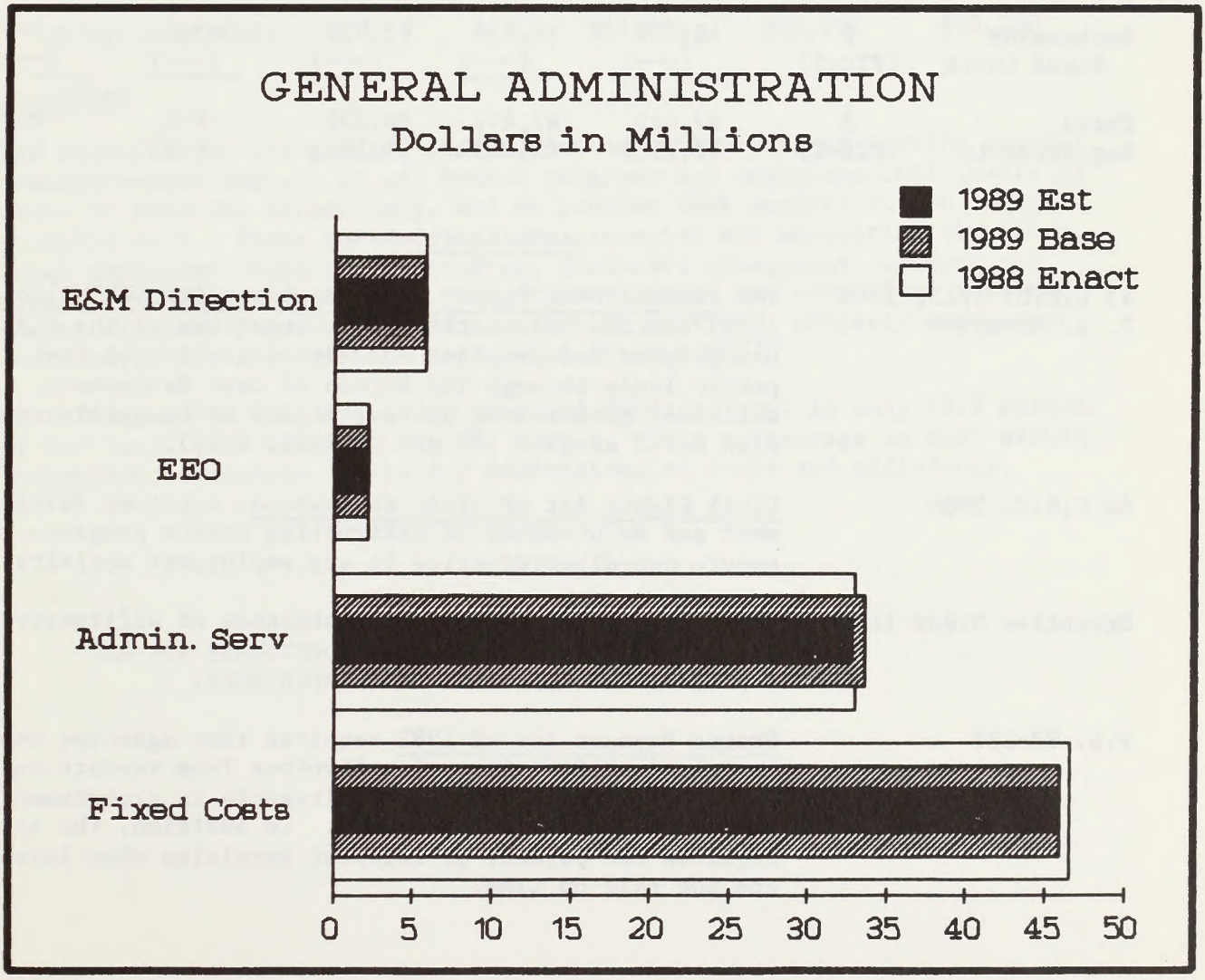
	FTE	Amount
Personnel compensation	3	$90,000
Personnel benefits		$10,000
Total		$100,000

Activity Summary

Activity: General Administration

(Dollars in thousands)

Subactivity	1987 Actual B.A.	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
General Administration	86,679	87,425	87,432	86,532	-900



Justification of Program and Performance

Activity: General Administration
Subactivity: General Administration

(Dollar amounts in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
Executive and Managerial Direction	$	5,782	5,673	5,673	-109	---
	(FTE-T)	(97)	(97)	(97)	(---)	(---)
Equal Employment Opportunity	$	2,227	2,193	2,193	-34	---
	(FTE-T)	(48)	(48)	(48)	(---)	(---)
Administrative Services and Support	$	32,917	33,631	32,731	-186	-900
	(FTE-T)	(966)	(966)	(961)	(-5)	(-5)
Bureauwide Fixed Costs	$	46,499	45,935	45,935	-564	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	87,425	87,432	86,532	-893	-900
	(FTE-T)	(1,111)	(1,111)	(1,106)	(-5)	(-5)

Authorization

43 U.S.C. 1713, 1748 P. L. 94-579	The Federal Land Policy and Management Act (FLPMA) of 1976, section 301, outlines the functions of the BLM Directorate and provides for administration of the public lands through the Bureau of Land Management, which was established by section 403 of Reorganization Plan No. 3 of 1946 (43 U.S.C. 1451, note).
42 U.S.C. 2000	Civil Rights Act of 1964, as amended, requires development and maintenance of affirmative action programs to ensure non-discrimination in any employment activity.
Executive Order 11478	Requires establishment and maintenance of affirmative program of equal employment opportunity for all employees and applicants for employment.
P.L. 97-177	Prompt Payment Act of 1982 requires that agencies meet certain deadlines in paying invoices from vendors and include specified payment requirements in procurement documents when they are issued. In addition, the act requires the payment of interest penalties when invoices are not paid on time.

Funding Sources

Funding for the general administration expenses of the Bureau is provided from two sources: (1) the direct appropriation of funds provided from this activity and (2) credits from indefinite appropriation accounts and reimbursements. In 1989, the total estimated funding from all sources is as follows:

Fund Source Table
(Dollar amounts in thousands)

Source	1987 Actual	1988 Estimate	1989 Estimate
General Administration, MLR	$86,679	$87,425	$86,532
MLR-Reimbursements	830	843	843
Range Improvements appropriation	600	600	600
Payments in Lieu of Taxes appropriation	113	150	150
Service Charges, Deposits, & Forfeitures appropriation	468	679	610
Road Maintenance-Permanent appropriation	299	325	325
Trust Funds	436	70	70
Total Available	$89,425	$90,092	$89,130

Objective

The objective of the general administration activity is to provide general administrative support to all Bureau programs and organizational levels in order to function effectively, and to provide that support at the lowest possible cost. These services include executive and managerial direction, equal employment opportunity program, financial management, records and directives systems management, budget development and execution, personnel administration, procurement and contracting services, property management, and funding for a variety of Bureauwide fixed costs.

The 1989 general administration proposed funding level is only 12.2 percent of the total 1989 Estimate for the Bureau. This percentage is well within recognized acceptable limits for administrative costs and efficiency.

EXECUTIVE AND MANAGERIAL DIRECTION

(Dollar amounts in thousands)

		1988 Estimate	1989 Base and Estimate
Executive & Managerial Direction	$	5,782	5,673
	(FTE)	(97)	(97)
Headquarters Office.....	$	1,043	1,023
	(FTE)	(15)	(15)
Field Offices.....	$	4,739	4,650
	(FTE)	(82)	(82)

1989 program

The executive management positions included in the executive and managerial direction element at the headquarters office are the Director, the Deputy Director, Special Assistants to the Director, the Assistant Director and Deputy Assistant Director for Management Services, the Chief and Deputy Chief for the Office of External Affairs, and their immediate office secretaries. The other Assistant Directors and their staffs are funded by the budget activities and programs for which they are responsible.

The role of the headquarters directorate is to develop general and specific managerial and administrative policy for the Bureau, and to provide executive direction to the field organization consisting of 12 State Offices, the Service Center, and the Boise Interagency Fire Center. The directorate also represents the Bureau and its resource management programs in relations with the Department, Congress, other Federal agencies, and any international organizations with interest in resource utilization and management.

The executive direction positions in the field include the 12 State Directors, the 12 Associate State Directors, and their immediate office secretarial support. This State directorate level is responsible for implementing national policy by providing procedural and program guidance and ensuring consistent application and implementation of Bureau policy and procedures through executive direction over field operations. The Service Center Director and Associate Director ensure that technical and administrative support is provided to Headquarters, State and district office operational programs.

District Managers and Associate District Managers provide managerial direction in the Bureau's district offices. They are responsible for achieving the Bureau's program goals by tailoring implementation measures to fit local conditions and resource needs within the parameters of national and State policy direction.

EQUAL EMPLOYMENT OPPORTUNITY

(Dollar amounts in thousands)

		1986 Estimate	1989 Base and Estimate
Equal Employment Opportunity	$	2,227	2,193
	(FTE)	(48)	(48)
Headquarters Office	$	556	548
	(FTE)	(13)	(13)
Field Offices	$	1,671	1,645
	(FTE)	(35)	(35)

1989 program

The Headquarters EEO Office is responsible for the development, implementation, and evaluation of the Bureau's EEO program. Field level EEO Officers in the State Offices and other units perform corresponding functions within their areas of responsibility.

The Bureau's EEO program provides for compliance with the Civil Rights Act of 1964, the Equal Employment Opportunity Act of 1972, Executive Order 11478, the Civil Service Reform Act, Departmental directives, and related statutes, regulations and orders designed to prevent discrimination in Bureau hiring and employment practices. The program provides for the processing of allegations of discrimination, the development of the Affirmative Employment Program (AEP), coordination of the Federal Equal Opportunity Recruitment Program (FEORP), and administration of other special emphasis equal opportunity projects and services. Included are the Federal Women's Program, the Black Employment Program, the Hispanic Employment Program, and outreach efforts to bring qualified minorities and women into significant roles in the Bureau's workforce by utilizing the Cooperative Education Program and other linkages with institutions of higher education. Also, managers are assisted in the identification and utilization of opportunities for the career development of minorities and women in the workforce. EEO training expertise provides required EEO-related training based on need-specific requirements.

Pursuant to Executive Order 12320, the Bureau administers the Historically Black Colleges and Universities (HBCU) Initiative as a key component of civil rights compliance responsibilities of the Office of Equal Employment Opportunity. Four of the five programmatic areas identified by the Office of Historically Black Colleges and Universities Program, (i.e., Education and Training, Special Projects, Public Information, and Private Sector Involvement) will be emphasized in 1989.

Preliminary planning and pilot implementation have been completed to extend field participation and involvement in Title VI compliance, specifically, Recreation and Public Purposes Act interests. In Title VII work, the program is emphasizing professional conflict management capabilities to further increase cost-effectiveness in the management and adjudication of civil rights issues as a means of reducing the extreme expenses often associated with litigation of these matters.

Equal Employment Opportunity Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base and Estimate
Informal complaints	376	380	400
Formal complaints	25	37	43
Complaints resolved/adjusted	20	38	38
EEO counselors trained	26	45	100
Administrative inquiries performed	2	5	5
Investigations	25	30	35

ADMINISTRATIVE SERVICES AND SUPPORT

(Dollar amounts in thousands)

		1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Administrative Services and Support	$	32,917	33,631	32,731	-900
	(FTE)	(966)	(966)	(961)	(-5)

Base program

The administrative services and support program provides the basic administrative services essential to the entire Bureau organization and to sustain ongoing operations and program accomplishment for all the Bureau's direct operating appropriations (i.e., Management of Lands and Resources, Oregon and California Grant Lands, Construction and Access, and Land Acquisition).

Services provided by headquarters office and field office administrative staffs include budget development and execution, procurement and property management, personnel and training management, safety programs, financial management, and records and directives management. Other management support services includes headquarters staffs that support the directorate and field level executives on matters involving external relations, public affairs and information, congressional liaison, legislation and regulatory management, program evaluation, and management analysis.

Administrative Services and Support Workload Costs

The planned workload costs by individual program element for 1988 and 1989 Base and Estimate are as follows:

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Budget Development and Execution	$	3,019	2,962	2,899	-63
	(FTE)	(78)	(78)	(78)	(---)
Procurement and Property Management	$	14,552	14,280	13,794	-486
	(FTE)	(429)	(429)	(424)	(-5)
Personnel and Organization Mgmt.	$	7,106	6,973	6,824	-149
	(FTE)	(202)	(202)	(202)	(---)
Financial Management	$	2,799	4,077	3,990	-87
	(FTE)	(74)	(74)	(74)	(---)
Records & Directives Systems Management	$	3,785	3,714	3,634	-80
	(FTE)	(140)	(140)	(140)	(---)
External Affairs & Information	$	1,656	1,625	1,590	-35
	(FTE)	(43)	(43)	(43)	(---)
TOTAL REQUIREMENT	$	32,917	33,631	32,731	-900
	(FTE)	(966)	(966)	(961)	(-5)
Headquarters Office	$	7,029	6,897	6,749	-148
	(FTE)	(147)	(147)	(147)	(---)
Field Offices	$	25,888	26,734	25,982	-752
	(FTE)	(819)	(819)	(814)	(-5)

The Bureau's budget staffs are responsible for accomplishing the budget formulation and execution work involving all of BLM's appropriations and other funding authorities. The headquarters office budget division develops and presents the Bureau's Budget Estimates to the Department and OMB, and prepares Budget Justifications for submission to Congress. It prepares, monitors, and analyzes other program and budget documents, including the annual work plan, the current year operating budget, and program year budget plans for out-year budget development. It also performs or directs all budget execution work including the development of apportionments, allotments, and allocations for fund control, and analyzes fund utilization and progress. It prepares any Supplemental Appropriation requests or Reprogramming requests needed as a result of changing conditions.

In the field, budgets analysts are located in each state office, larger district offices, and at the Service Center to operate various phases of overall budget development and execution for their organizational units. The funds identified above include only the costs of the budget and programming work performed on a Bureauwide, Statewide or officewide basis. All Bureau organizational units and levels have some role to perform in BLM's budgeting and programming efforts. Budgetary and program development work required in direct support of individual programs is funded by the benefiting activity or subactivity.

The Bureau's procurement and property management staffs plan and direct the Bureau's procurement, space management, and property management efforts to ensure responsiveness to program needs and coordination with other Bureau programs.

The procurement and property management staffs implement these various systems and manage the operational aspects of procurement; property management; receiving, storing and issuing property; project materials and supplies; and space management required to support the organization's functions.

Procurement and contracting organizations at all levels of BLM entered into approximately 40,000 contracts, purchases, and other actions for goods and services totaling about $86 million in 1987. This included about 868 actions estimated at $37 million in contracts for supplies, services, studies and construction work. It also included nearly 39,000 actions estimated at $49 million in small purchases (awards under $25,000 each) and other actions processed by procurement staffs throughout the Bureau.

The Bureau's personnel and organizational management staffs develop policies and guidelines for Bureauwide personnel management activities and provide support to managers in organizational and management analysis, productivity improvement studies, and evaluation of programmatic and organizational effectiveness. This includes position classification reviews, employee relations programs, and management analysis for the Bureau workforce of about 10,000 employees.

The Bureau's headquarters and field servicing personnel offices carry out the operational aspects of personnel management, including staffing and organizational analysis, classification review of Bureau positions, processing of 35,000 personnel actions, and issuance of 1,000 vacancy announcements annually involving the process of selecting, appointing, reassigning, promoting and releasing employees. Personnel offices also determine training needs and advise supervisors on training opportunities, developing individual training plans for employees as part of the performance approval process, and conduct a wide range of technical, administrative, and developmental training courses. Additionally, they develop and manage a program to ensure that employees receive proper orientation and training needed to perform assigned duties at an acceptable level of performance, process 1,000 employee performance and incentive awards annually, provide information on employee benefits and retirement procedures, process transfers, and handle approximately 300 employee grievances and formal complaints.

The Bureau finance staffs develop and operate the Bureau's integrated appropriation/cost accounting system to meet all managerial and legal accounting and financial management requirements. The finance office located at the Denver Service Center processes financial documents initiated at the various BLM offices and maintains the Bureau's system of accounts and financial management reports; audits vouchers, billings and invoices; processes payments; handles receivables; and accounts for receipts.

Finance personnel process approximately 158,000 payments and 165,000 billing, collection, and other miscellaneous accounting documents each year.

In 1989, the finance staff will incur one-time costs associated with the Bureau conversion to the Department's Federal Financial System (FFS). The conversion effort includes acquisition of specific ADP equipment, such as computer terminal and printers to access the new accounts system; travel for training of personnel; developing Bureau-specific program reports and of interfacing other related Bureau systems (such as the property and procurement systems) with the new accounting/payment system. The new system is scheduled to be implemented in the Bureau in 1990.

The records, paperwork and directives management staffs at all organizational levels maintain the official files, central records and Bureau directives in accordance with the Bureauwide program for paperwork management. Not including library reference material, the BLM's records holdings encompass 110,747 cubic feet of records.

The external affairs staffs at headquarters and field offices are responsible for carrying out the public affairs and information program of the Bureau, including developing and recommending public affairs actions to managers, ensuring adequate public notification on Bureau policies and decisions, and suggesting improved methods for public involvement on issues pertaining to the Public Lands. Specialized staffs also provide support to managers in development of legislative and regulatory proposals, management of advisory committees, and in congressional liaison work.

Public affairs staffs are also responsible for timely and accurate dissemination of information to national and State news media and serve as a conduit for information from BLM management to media, special interest groups, and the general public. Advice is provided to both headquarters and field personnel on public affairs related issues.

Direct informational and public participation efforts by public affairs staffs in support of individual program requirements are funded by the benefiting activity or subactivity.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	33,631	32,731	-900
(FTE)	(966)	(961)	(-5)

The 1989 proposed decrease of $900,000 and 5 FTE pertains to two areas of administrative support as follows:

Annual savings of $720,000 should result from reduced rental expenses of word processing equipment because the Bureau exercised its purchase option on existing in-place office automation/word processing equipment. These savings represent the General Administration activity's share of annual rental expense for the leased equipment.

Additionally, automation of certain aspects of the Bureau's procurement and property management systems will result in more cost effective and streamlined operations since some manual procedures will no longer be necessary. This is expected to result in a savings of $180,000 and 5 FTE.

Distribution of change by object class

The object class detail for the decrease of $900,000 and 5 FTE is as follows:

	FTE	Amount
Personnel compensation	5	$150,000
Personnel benefits		30,000
Rent, Communications & Utilities		720,000
Total		$900,000

BUREAUWIDE FIXED COSTS

The table below compares the individual item costs for 1988 and the 1989 Base and Estimate.

(Dollar amounts in thousands)

Cost Item	1988 Enacted	1989 Base & Estimate
Space Rental	(26,545)	(27,407)
GSA Rental Space	17,424	17,999
Space Controlled by BLM	9,121	9,408
General Purpose Wire Communications	(9,790)	(9,925)
FTS	4,310	4,445
Commercial Telephone	5,200	5,200
Facsimile Equipment	280	280
Permanent Change of Duty Station	3,943	2,514
Mail and Postal Service	2,200	2,200
Injured Employee Compensation	2,987	2,855
Unemployment Compensation	400	400
Departmental Services	634	634
Total, Fixed Costs	46,499	45,935

Item Description

Space Rental - The 1989 Estimate is $27,407,000, which includes in the following:

GSA Rental Space - $17,999,000. This is the estimate of GSA's Rent charges for rental of office, warehouse, storage, and other facilities occupied by the Bureau. The estimate includes the Bureau's share of the cost of Departmentally controlled space in the Main Interior Building.

Space Controlled by BLM - $9,408,000. This is the estimate of Bureau rent costs for approximately 100 space leases to be transferred from GSA to BLM on October 1, 1987. These leases are for facilities totally occupied by BLM personnel and are located outside of major urban centers.

General Purpose Wire Communications - The 1989 Estimate is a total of $9,925,000.

The FTS estimate of $4,445,000 for intercity service was provided by the Department. Estimates for FTS are based on time minute usage. The commercial telephone cost estimate of $5,200,000 is for local and long distance telephone service and assumes that the purchase and installation of newer, more cost effective telephone systems will offset increased rates for commercial phone service and the withdrawal of FTS service by GSA at various field offices in recent years. Some telephone system costs, especially those primarily related to single function work such as firefighting, are paid by the benefiting program subactivities. The amount of $280,000 is provided for use of facsimile transmission equipment.

Permanent Change of Duty Station Costs - The 1989 Estimate is $2,514,000.

This element provides funding to pay for permanent change of duty station moves in the Bureau related to interstate moves of employees at GS/GM-13 level and above. The primary reasons for such moves is for managerial and general program effectiveness purposes. The cost of PCS moves for other employees is charged to the benefiting program subactivity or subactivities since those moves are primarily related to program accomplishment purposes.

Mail and Postal Services - The 1989 Estimate is $2,200,000.

The U.S. Postal Service (USPS) assesses the Bureau for mail and postal tariffs. The 1989 Estimate assumes no postal rate increases during 1989 and no change in the Bureau's volume of mail from the 1988 level.

Injured Employee Compensation - The 1989 Estimate is $2,855,000.

The Department of Labor (DOL) annually assesses the Bureau of Land Management for costs of compensation and medical benefits paid to current and former employees injured on the job. The amounts are reimbursed to the DOL Employee Compensation Fund.

Unemployment Compensation - The 1989 Estimate is $400,000.

The Omnibus Reconciliation Act of 1980 (P.L. 96-499) requires that all unemployment benefits paid to former Federal employees, based on Federal source performed after December 31, 1980, must be reimbursed to the Federal Employees Compensation Account of the Unemployment Trust Fund by the various Federal agencies. The Department of Labor issues bills to the Interior Department which are subsequently allocated to the Bureaus for payments of amounts to reimburse the Unemployment Trust Fund. In 1986, the Department elected to use a contractor to improve controls and to reduce costs in the Unemployment Compensation program (UCFE).

Departmental Services - The 1989 Estimate is $634,000.

This estimate represents the Bureau's share of costs for common services provided in Washington and in the Main Interior Building by the Department, such as health services, building security, library, and central support management services.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Management of Lands and Resources

Object Class		1989 Base FTE	1989 Base Amount	1989 Estimate FTE	1989 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11.	Personnel compensation:						
11.1	Permanent positions	6953	199917	6845	206706	-108	6789
11.3	Positions other than permanent	1251	13426	1226	20631	-25	7205
11.5	Other personnel compensation 1/	(325)	9141	(325)	14289	---	5148
11.8	Special personal services payments		1109		8024	0	6915
	Total personnel compensation	8204 2/	223593	8071 2/	249650	-133	26057
	Other Objects						
12.1	Personnel benefits		33012		46768		13756
13.0	Benefits to former employees		2900		2900		0
21.1	Travel and transportation of persons		16500		16500		0
22.0	Transportation of things		10315		11700		1385
23.1	Standard level user charges		17424		17424		0
23.2	Rental payments to others		13576		14576		1000
23.3	Communications, utilities, and miscellaneous charges		12635		13500		865
24.0	Printing and reproduction		3000		2500		-500
25.0	Other services		46313		50969		4656
26.0	Supplies and materials		23750		23250		-500
31.0	Equipment		15000		13900		-1100
32.0	Lands and structures		1000		1000		0
42.0	Insurance claims and indemnities		50		50		0
	Total Requirements		419068		464687 3/		45619

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

2/ Includes 825 FTE for the firefighting program. Funding for these workyears is estimated to be required at the Base and Estimate levels; however, these funds funds will be borrowed from other accounts in 1988.

3/ Does not include $200,000 of obligations from carry-over balance in the Mormon Cricket and Grasshopper program.

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code 14-1109-0-1-302		19 87 actual	19 88 estimate	19 89 estimate
Program by activities:				
Direct program:				
00.01	Energy and minerals management...	78,338	80,670	75,521
00.02	Lands and realty management.....	42,839	47,496	35,846
00.03	Renewable resources management...	120,987	128,551	122,762
00.04	Planning and data management.....	24,475	30,619	48,687
00.05	Cadastral survey.....	27,058	27,943	23,880
00.06	Firefighting and rehabilitation..	83,105	5,418	52,153
00.07	Technical services.....	16,178	17,975	19,306
00.08	General administration.....	86,648	87,425	86,532
00.91	Total direct program.....	479,628	426,097	464,687
01.01	Reimbursable program.....	12,423	11,000	11,000
10.00	Total obligations.....	492,051	437,097	475,687
		(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code 14-1109-0-1-302		19 87 actual	19 88 estimate	19 89 estimate
	Financing:			
	Offsetting collections from:			
11.00	Federal funds	-10,829	-11,000	-11,000
14.00	Non-Federal sources	-1,594	---	---
21.40	Unobligated balance available, start of year	---	-5,432	-4,660
22.40	Unobligated balances transferred, net	-17,750	---	---
24.40	Unobligated balance available, end of year	5,432	4,660	4,460
25.00	Unobligated balance lapsing	2,386	---	---
39.00	Budget authority	469,696	425,325	464,487
	Budget authority:			
40.00	Appropriation	495,138	498,983	464,487
41.00	Transferred to other accounts	-83,000	-75,000	---
42.00	Transferred from other accounts	57,558	1,342	---
43.00	Appropriation (adjusted)	469,696	425,325	464,487
	Relation of obligations to outlays:			
71.00	Obligations incurred, net	479,628	426,097	464,687
72.40	Obligated balance, start of year	76,425	95,323	67,924
74.40	Obligated balance, end of year	-95,323	-67,924	-60,904
77.00	Adjustments in expired accounts	-11,025	---	---
90.00	Outlays	449,705	453,496	471,707
		(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5) (Mono cast: 4.9)

(TO : 1981 O - 341-526 (6500))

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars

Identification code 14-1109-0-1-302	1987 actual	1988 estimate	1989 estimate
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent	200,711	184,900	206,706
11.3 Other than full-time permanent	20,542	14,850	20,631
11.5 Other personnel compensation	14,228	10,441	14,289
11.8 Special personal services payments	7,989	8,109	8,024
11.9 Total personnel compensation	243,470	218,300	249,650
12.1 Civilian personnel benefits	43,483	44,265	46,768
13.0 Benefits for former personnel	2,572	2,900	2,900
21.0 Travel and transportation of persons	14,852	16,500	16,500
22.0 Transportation of things	12,652	10,600	11,700
23.1 Rental payments to GSA	22,865	17,424	17,424
23.2 Rental payments to others	5,205	13,576	14,576
23.3 Communications, utilities, and miscellaneous charges	13,434	12,500	13,500
24.0 Printing and reproduction	2,731	3,000	2,500
25.0 Other services	73,389	47,232	50,969
26.0 Supplies and materials	24,342	23,750	23,250
31.0 Equipment	18,616	15,000	13,900
32.0 Land and structures	1,972	1,000	1,000
42.0 Insurance claims and indemnities	45	50	50
99.0 Subtotal, direct obligations	479,628	426,097	464,687
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

(GPO : 1981 O - 341-526 (0059)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code 14-1109-0-1-302	1987 actual	1988 estimate	1989 estimate
Reimbursable obligations:			
Personnel compensation:			
11.1 Full-time permanent	3,303	1,227	1,227
11.3 Other than full-time permanent	1,044	834	834
11.5 Other personnel compensation	85	128	128
11.8 Special personal services payments	7	---	---
11.9 Total personnel compensation	4,439	2,189	2,189
12.1 Civilian personnel benefits	705	375	375
21.0 Travel and transportation of persons	643	500	500
22.0 Transportation of things	246	400	400
23.2 Rental payments to others	41	---	---
23.3 Communications, utilities, and miscellaneous charges	301	55	55
24.0 Printing and reproduction	141	320	320
25.0 Other services	1,907	2,250	2,250
26.0 Supplies and materials	2,366	2,711	2,711
31.0 Equipment	1,557	1,500	1,500
32.0 Land and structures	77	600	600
41.0 Grants, subsidies and contributions	---	100	100
99.0 Subtotal, reimbursable obligations	12,423	11,000	11,000
99.9 Total obligations	492,051	437,097	475,687
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

Identification code 14-1109-0-1-302	1987 actual	1988 estimate	1989 estimate
Direct:			
Total number of full-time permanent positions	6,814	6,953	6,845
Total compensable workyears:			
Full-time equivalent employment	8,020	8,204	8,071
Full-time equivalent of overtime and holiday hours	325	325	325
Average ES salary	69,807	70,854	71,208
Average GS grade	9.30	9.30	9.30
Average GS salary	28,417	28,843	28,987
Reimbursable:			
Total number of full-time permanent positions	165	123	123
Total compensable workyears:			
Full-time equivalent employment	194	145	145
Full-time equivalent of overtime and holiday hours	2	2	2
Average GS grade	9.30	9.30	9.30
Average GS salary	28,417	28,843	28,987
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

CONSTRUCTION AND ACCESS

Appropriation Summary Statement

Appropriation: Construction and Access

This appropriation provides funds to meet two major objectives:

- To construct buildings, recreation facilities, roads, trails, and bridges necessary for the management of Public Lands and for providing physical access to these lands.

- To provide public access to Federal lands for appropriate uses by acquiring those legal rights (easements for road and trail access) on non-Federal lands that are essential to implement planned BLM resource management programs (particularly forestry and recreation).

No construction projects are planned for 1989. An amount of $1,338,000 is requested for access purposes to obtain 150 easements across non-Federal land to BLM-managed lands.

Appropriation Language Sheet

Construction and Access

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [$3,430,000] $1,338,000, to remain available until expended.

(43 U.S.C. 1701, 1715, 1762; Department of the Interior and Related Agencies Appropriations Act, 1988.)

Appropriation Language Citations

Appropriation: Construction and Access

1. For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [$3,430,000] $1,336,000, to remain available until expended.

43 U.S.C. 1701
43 U.S.C. 1715
43 U.S.C. 1762
P.L. 100-202

43 U.S.C. 1701 provides for the retention of Public Lands in Federal ownership; for periodic and systematic inventory of the Public Lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Lands and their resources; for establishing uniform procedures for disposals, acquisitions, and exchanges; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1715 provides for the Secretary of the Interior to acquire, by purchase, exchange, donation, or eminent domain (for access to Public Lands only), land and interests in lands.

43 U.S.C. 1762 provides for the acquisition, construction, and maintenance of roads within and near the Public Lands which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

P.L. 100-202, the 1988 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for BLM programs in 1988.

Justification of Base Adjustments
Construction and Access

	Amount ($000's)
Federal Employees Retirement System.....	-23

The adjustment is for the decrease in estimated retirement costs from the FY 1988 enacted level to the FY 1989 requested level, resulting from a recalculation based on new assumptions from the Office of Management and Budget and Office of Personnel Management.

Adjustments for January 1988 pay increase (full-year costs).....	+20

Total cost in 1988 of pay increase.....	$15
Adjustment for full-year 1989 cost of 1988 pay increase....	+5
Total adjustment for 1988 pay increase.....	$20

The adjustment is for the 2 percent Federal pay raise effective in January 1988. The total 1988 cost of $15,000, which was fully absorbed in 1988, includes $14,000 for general schedule pay and $1,000 for wage board pay during 1988. An additional $5,000 is required in 1989 to cover the full-year cost of the 1988 pay raise; of this amount $5,000 is for general schedule pay and none is for wage board pay.

Budgetary Resources for Construction and Access

BUREAU OF LAND MANAGEMENT

Account: Construction and Access (141110)

FY 1988 Budgetary Status

Budget authority available:	
Appropriation realized	$3,430,000
Prior-year unobligated balance brought forward	690,000
Total BA available for obligation	4,120,000
Less anticipated obligations (by activity):	
1. Construction	-2,455,000
2. Access	-1,275,000
Total anticipated obligations.	-3,730,000

FY 1989 Request

Anticipated unobligated balance brought forward.	390,000
Plus increases proposed (by activity):	
1. Construction	---
2. Access	1,338,000
Total increase proposed	1,338,000
Total anticipated BA available for obligation.	1,728,000

BUREAU OF LAND MANAGEMENT

Analysis of Budgetary Resources by Activity

Account: Construction and Access
(14-1110-0-1-301)

	1987 Actual	1988 Enacted	1989 Estimate	Dec. (-) Inc. (+) From 1988
1. Construction				
BA available for obligation:				
Appropriation	1,600,000	2,155,000	---	-2,155,000
Recovery of prior year obligations	55,000	---	---	---
Unoblig. bal. brt. fwd.	1,083,000	584,000	284,000	-300,000
Total BA available	2,738,000	2,739,000	284,000	-2,455,000
Less obligations	-2,154,000	2,455,000	---	2,455,000
Unoblig. balance brt. fwd.	584,000	284,000	284,000	---
(FTE-T)	(---)	(5)	(---)	(-5)
2. Access				
BA available for obligation:				
Appropriation	1,200,000	1,275,000	1,338,000	+63,000
Unoblig. bal. brt. fwd.	108,000	106,000	106,000	-46,000
Total BA available	1,308,000	1,381,000	1,444,000	+63,000
Less obligations	-1,107,000	-1,275,000	-1,338,000	-63,000
Unoblig. balance brt. fwd	106,000	106,000	106,000	---
(FTE-T)	(25)	(25)	(26)	(1)
Account Total				
BA available for obligation:				
Appropriation	2,800,000	1,281,000	1,338,000	+157,000
Unoblig. bal. brt. fwd.	1,187,000	690,000	390,000	-300,000
Recovery of prior year obligations	55,000	---	---	---
Total BA available	4,042,000	4,120,000	1,728,000	+2,392,000
Less obligations	-3,352,000	-3,730,000	-1,338,000	-2,392,000
Unoblig. balance brt. fwd.	690,000	390,000	390,000	---
(FTE-T)	(25)	(30)	(26)	(-4)

Activity: Construction
Subactivity: Construction (Buildings, Recreation Facilities, Transportation)

(Dollar amounts in thousands)

	1988 Enacted	1989 Estimate	Inc.(+) Dec.(-) from 1988
$	2,155	---	---
(FTE-T)	(5)	(---)	(---)

Authorization

43 U.S.C. 1701 — The Federal Land Policy and Management Act of 1976 authorizes the Secretary of the Interior to manage Public Lands on a multiple use basis.

Objectives

The objectives of the construction program are:

- Construct buildings and appurtenant facilities such as office buildings, warehouses, yards, and fire stations which are necessary to house BLM employees and equipment in support of Bureau programs.
- Construct recreation and transportation facilities necessary for the management of Public Land resources.

1988 Program

The 1988 construction program included the Quail Hill Road reconstruction project, boat ramps on the Colorado River in Arizona, construction on the Pacific Crest Trail and architectural and engineering work for a new smokejumpers operational building in Alaska. The program also provided for the move of the Fairbanks Alaska district into new office facilities and the move of the Alaska Fire Service to the former district site.

1989 Program

No new construction projects are being proposed for BLM in 1989. The need for restraint in the Federal budget has caused BLM to defer all new construction activity. Emphasis is being directed toward maintenance of the existing capital improvements.

Justification of Program and Performance

Activity: Access
Subactivity: Access

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc.(+) Dec.(-) from Base
$	1,275	1,272	1,338	+63	+66
(FTE-1)	(25)	(25)	(26)	(+1)	(+1)

Authorization

43 U.S.C. 1701, 1715, 1762 P.L. 94-579	The Federal Land Policy and Management Act of 1976 authorizes the Secretary of the Interior to manage public lands on a multiple use basis and to acquire by purchase, exchange, donation or eminent domain, access to public lands as necessary to manage those lands or interests in lands.
P.L. 84-171	The Timber Access Road Act of July 26, 1955, authorizes acquiring access to timber roads.
40 U.S.C. 257	The Act of August 1, 1888, as amended, provides condemnation authority.

Objective

The objective of the access program is to:

- Open Federal lands for public access and planned BLM resource management programs as necessary by acquiring legal rights (easements for road and trail access) across non-Federal land.

Base program

The 1989 Base funding level for the access program is $1,272,000 and 25 FTE.

Because of the checkerboard and intermingled land ownership patterns in many parts of the West, Federal lands are often inaccessible for multiple-use or specific resource management activities because of a lack of easements to cross intervening properties. Areas or parcels that are "landlocked" by private or non-Federal government ownerships cannot be properly managed or are managed solely (and often erratically) through the forbearance of the surrounding landowners.

In some cases, it is necessary for BLM to acquire legal access through to public lands across the surrounding non-Federally owned lands in order for the general public to use and for the Bureau to manage the mineral, energy, timber, recreation, wildlife, and rangeland resources of these public lands.

In addition to the need for new physical access routes, there are also literally hundreds of private roads across non-Federally owned lands that provide physical access to Public Land resources but which the Bureau has no legal right to use. Use of these roads to provide access to Federal lands has been at the forbearance of the road owners through informal permission or "gentlemen's agreements" between the Bureau and the road owners. Since the landowners can deny such access at any time, particularly to private citizens seeking to use these Public Lands, road use must be legalized to ensure unrestricted physical access to the Federal lands and resources. Recent access denials have occurred in all western states indicating the need to provide the public legal access to the Public Lands. The Bureau receives more than 500 requests annually for access to Public Lands presently unavailable for public use.

Based upon resource management plans completed to date, an estimated 30 million acres of public lands in the 11 Western States lack legal access, and more than 8,000 easements may ultimately be needed to manage those lands and use their resources. The Bureau estimates that 500 million board feet of timber as well as other resources are tied up by unresolved access problems. Development or improvement of the Public Land resources is not feasible until access has been obtained.

To obtain legal access, the Bureau must survey to locate the existing or proposed road, develop a legal description, conduct a title search, appraise values, and negotiate with the landowner for an easement or other acquisition of the rights involved. This is especially important if heavy use of the road for commercial purposes, such as timber hauling, is involved. However, it is also important in providing public access to these lands for hunting, fishing, or other noncommercial uses. Most complaints for additional access are received from recreational users of Public Lands.

At the Base level, 125 easements will be acquired. About 42 percent of these will be for multiple-use purposes; 53 percent will provide access to timber; and 5 percent will support recreation.

Increase from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	1,272	1,338	+63
(FTE)	(25)	(26)	(+1)

The $63,000 increase and 1 FTE will provide for acquisition of 6 additional easements for recreation and multiple use purposes. The need to acquire

additional recreation easements has become an issue to numerous Public Land user groups. This was also a major concern raised by the President's Commission on Americans Outdoors. Landowners are closing access roads to public land areas which have been heavily used in the past. These closures are resulting in lawsuits, condemnation actions, threats and shooting incidents. In some cases, the private roads are the only access to large blocks of Public Land which are being used for private use only, and effectively locking out public users. The proposed increase will be directed to helping alleviate some of the more difficult access problems.

At State meetings held by the President's Commission on Americans Outdoors, lack of recreation access was specifically identified as one of the primary public land use problems in Montana, Alaska, Oregon, Idaho, Wyoming and Colorado.

Access Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from Base
Easements acquired	95	125	125	131	+6

Distribution of change by object class

The object class detail for the proposed increase of $63,000 and 1 FTE is as follows:

	FTE	Amount
Personnel compensation	1	$30,000
Personnel benefits		6,000
Travel and transportation of persons		14,000
Other services		13,000
Total		$63,000

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Construction and Access

Object Class		1989 Base FTE	1989 Base Amount	1989 Estimate FTE	1989 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11.	Personnel compensation:						
11.1	Permanent positions	22	937	22	795	0	-142
11.3	Positions other than permanent	3	30	4	26	1	-4
	Total personnel compensation	25	967	26	821	1	-146
	Other Objects						
12.1	Personnel benefits		100		107		7
21.1	Travel and transportation of persons		100		100		0
22.0	Transportation of things		40		30		-10
23.2	Rental payments to others		10		10		0
23.3	Communications, utilities, and miscellaneous charges		40		30		-10
24.0	Printing and reproduction		10		5		-5
25.0	Other services		245		190		-55
26.0	Supplies and materials		50		40		-10
31.0	Equipment		10		5		-5
	Total Requirements		1572 1/		1338		-234

1/ Does not include $300,000 of obligations from carry-over balance in the construction program.

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Program and Financing (in thousands of dollars)

Identification code 14-1110-0-1-302	19 87 actual	19 88 estimate	19 89 estimate
Program by activities:			
Direct program:			
00.01 Construction	2,154	2,455	---
00.02 Access	1,198	1,275	1,338
10.00 Total obligations	3,352	3,730	1,338
Financing:			
17.00 Recovery of prior year obligations	-55	---	---
21.40 Unobligated balance available, start of year	-1,187	-690	-390
24.40 Unobligated balance available, end of year	690	390	390
40.00 Budget authority (appropriation)	2,800	3,430	1,338
Relation of obligations to outlays:			
71.00 Obligations incurred, net	3,352	3,730	1,338
72.40 Obligated balance, start of year	7,157	3,357	2,872
74.40 Obligated balance, end of year	-3,357	-2,872	-2,161
77.00 Adjustments in expired accounts	-511	---	---
78.00 Adjustments in unexpired accounts	-55	---	---
90.00 Outlays	6,586	4,215	2,049
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5) (Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Object Classification (in thousands of dollars)

Identification code 14-1110-0-1-302		19 87 actual	19 88 estimate	19 89 estimate
	Personnel compensation:			
11.1	Full-time permanent	764	917	795
11.3	Other than full-time permanent	24	30	26
11.5	Other personnel compensation	1	---	---
11.9	Total personnel compensation	789	947	821
12.1	Civilian personnel benefits	103	123	107
21.0	Travel and transportation of persons	75	100	100
22.0	Transportation of things	25	40	30
23.2	Rental payments to others	9	10	10
23.3	Communications, utilities, and miscellaneous charges	29	40	30
24.0	Printing and reproduction	7	10	5
25.0	Other services	645	1,000	190
26.0	Supplies and materials	38	50	40
31.0	Equipment	11	10	5
32.0	Land and structures	1,621	1,400	---
99.9	Total obligations	3,352	3,730	1,338

(FD : 1981 O - 341-526 (6500))

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STANDARD FORM 300
July 1964, Bureau of the Budget
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300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Personnel Summary

Identification code 14-1110-0-1-302	19 87 actual	19 88 estimate	19 89 estimate
Total number of full-time permanent positions	21	25	22
Total compensable workyears: Full-time equivalent employment	25	30	26
Average GS grade	9.30	9.30	9
Average GS salary	28,417	28,843	28,987
	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

(PO) : 1981 O - 341-526 (6500)

Appropriation: Payments in Lieu of Taxes

This appropriation provides for payments in lieu of taxes to counties and other units of general local governments for lands located within their boundaries which are administered by BLM, the Forest Service, the National Park Service, and certain other agencies under the authority of 31 U.S.C. 6901-07.

The law provides for payment of 75 cents per acre, reduced by payments made under certain public land programs such as the Mineral Leasing Act and the National Forest Revenue Act, or a payment of 10 cents per acre, whichever is greater. However, the payment of each recipient may not exceed a statutory ceiling based on population.

Additional payments are specified for lands acquired after December 31, 1970, as additions to the National Park System or National Forest Wilderness Areas and for any land or interests in lands owned by the Government in the Redwood National Park or acquired in the Lake Tahoe Basin under the Act of December 23, 1980 (P.L. 96-586).

The 1989 request for Payments in Lieu of Taxes is $105 million, the same as 1988, which should provide the full level of payments to all units of general local government as authorized under current statutory formulas.

Appropriation Language Sheet

Payments in Lieu of Taxes

For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-07), $105,000,000, of which not to exceed $400,000 shall be available for administrative expenses.

(Department of the Interior and Related Agencies Appropriations Act, 1988.)

Appropriation Language Citations

Bureau of Land Management

Appropriation: Payments in Lieu of Taxes

1. For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-6907), $105,000,000.

31 U.S.C. 6901-07

31 U.S.C. 6901-07 provides authorization and direction to the Secretary of the Interior to "make payments on a fiscal year basis to each unit of local government in which entitlement lands . . . are located."

2. Of which not to exceed $400,000 shall be available for administrative expenses.

P.L. 100-202

P.L. 100-202, the 1988 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for Bureau programs in 1988.

Summary of Requirements

(Dollar Amounts in Thousands)

APPROPRIATION: PAYMENTS IN LIEU OF TAXES

	FTE-T	Amount	FTE-T	Amount
Appropriation currently available, 1988			1	105,000
1989 BASE BUDGET			1	105,000
Program Changes (Changes to base budget, detailed below)				
TOTAL REQUIREMENTS (1989 estimate)			1	105,000

Comparison by activities/ subactivities	1987		1988						Inc./Dec. from 1988		Inc./Dec. from 1989 Base	
	Actual		Enacted to Date		1989 Base		1989 Estimate					
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Payments in Lieu of Taxes	1	105000	1	105000	1	105000	1	105000	0	0	0	0

Appropriation: Payments in Lieu of Taxes

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
$	105,000	105,000	105,000	---	---
(FTE-T)	(1)	(1)	(1)	(---)	(---)

Authorization

31 U.S.C. 6901-6907
P.L. 97-258, as amended

31 U.S.C. 6901-6907 authorizes and directs the Secretary of the Interior to "make a payment for each fiscal year to each unit of local general government in which entitlement land . . . is located."

Objectives

The objectives of the Payment in Lieu of Taxes (PILT) program are to:

- Determine the amounts of payments for which various local governments are eligible under 31 U.S.C. 6901-6907; and
- Make payments, to the extent that funds are available, to all qualified recipients.

1989 program

Public Law 97-258, as amended (31 U.S.C. 6901-07), commonly referred to as the "Payment in Lieu of Taxes Act", provides for payments to local units of government containing certain Federally owned lands. These payments are designed to supplement other Federal land receipt sharing payments local governments may be receiving. Payments received under the Act may be used by the recipients for any governmental purpose.

The Act authorizes the Secretary of the Interior to make two types of annual payments to eligible units of local government. The Secretary has delegated the responsibility for administering the Act to the Bureau of Land Management. The appropriation is also available to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

Section 1 "Entitlement Land" Payments

Section 6901 of 31 U.S.C. authorizes payments to eligible local units of government under one of two alternatives, based on the number of acres of "entitlement lands" within the county. "Entitlement lands" consist of lands in the National Forest System and the National Park System, lands administered by the Bureau of Land Management, lands dedicated to the use of Federal water resource development projects, dredge disposal areas under the jurisdiction of the Army Corps of Engineers, and, effective in 1979, National Wildlife Reserve Areas withdrawn from the public domain, inactive and semi-active Army installations used for non-industrial purposes, and certain lands donated to the United States Government by State and local governments. The Act specifically prohibits payments for tax exempt lands (but not donated lands) acquired from State or local governments.

The amount paid to the counties under the Act is the higher of either of the following:

(1) Seventy-five cents for each acre of "entitlement land" within the boundaries of the unit of government, reduced by the amount of certain Federal land payments that were received by the unit of government in the preceding fiscal year. Only the amount of Federal land payments actually received by units of government in the prior fiscal year are deducted. If a unit of government receives a Federal land payment but is required by State law to pass all or part of this payment to financially and politically independent school districts or other single or special-purpose districts, such redistributed payments are considered not to have been received by the unit of local government and are not deducted from the payment. The 11 Federal land payment laws that are considered in the in-lieu computation are as follows:

(a) Department of Agriculture Appropriations Act of 1908, (35 Stat. 251, 16 U.S.C. 500);

(b) Enabling Act of 1910 for Arizona and New Mexico, (36 Stat. 557);

(c) Mineral Leasing Act of 1920 (Section 35), (41 Stat. 450, 30 U.S.C. 191);

(d) Federal Power Act of 1920 (Section 17), (41 Stat. 1072, 16 U.S.C. 810);

(e) Taylor Grazing Act of 1934 (Section 10), (43 U.S.C. 315i);

(f) Bankhead-Jones Farm Tenant Act (Section 33), (50 Stat. 526, 7 U.S.C. 1012);

(g) The Act of June 22, 1948, relating to the Superior National Forest, State of Minnesota, (62 Stat. 570, 16 U.S.C. 577g);

(h) The Act of June 22, 1956, to amend the Act of June 22, 1948, (70 Stat. 366, 16 U.S.C. 355);

(i) Mineral Leasing Act for Acquired Lands of 1947 (Section 6), (61 Stat. 915, 30 U.S.C. 355);

(j) Material Disposal Act of 1947 (Section 3), (61 Stat. 681, 30 U.S.C. 603); and

(k) Refuge Revenue Sharing Act of 1978 (92 Stat. 1321, 16 U.S.C. 715s(c)(2)).

The amounts to be deducted are reported to the Bureau of Land Management each year by the Governor of each State or his delegate; or

(2) Ten cents for each acre of "entitlement land" within the unit of government. Under this alternative, no deductions are made for the other Federal land payments received by the unit of government in the preceding fiscal year.

Both alternatives are subject to a ceiling based on the population within the unit of government. The ceiling is based on a sliding scale, starting at $50 per capita (for population of up to 5,000) and rising to a maximum payment of $1,000,000. Under Alternative (1), if the total calculated payment (75 cents per entitlement acre) exceeds the ceiling, reductions for other Federal land payments received are made from the ceiling, not from the 75 cents per acre figure.

Section 6904 Payments

Section 6904 of 31 U.S.C. of the Act authorizes payments for any lands or interests therein acquired after December 31, 1970, as additions to the National Park System or National Forest Wilderness Areas. These lands must have been subject to local real property taxes within the five-year period preceding the acquisition by the Federal Government. Payments under this section are made in addition to payments under section 6901. They are based on 1 percent of the fair market value of the lands at the time of acquisition, but may not exceed the amount of real property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which acquired. Section 6904 payments for each acquisition are to be made annually for five years following each acquisition.

Federal payments of $100 or more made under section 6904 must be distributed by the recipient unit of local government to those units of local government and affected school districts which have incurred losses of real property taxes due to the acquisition of these lands or interests therein. Distribution shall be in proportion to the tax revenues assessed and levied by the affected units of local governments and school districts in the year prior to the acquisition of these lands by the Federal Government.

Section 6905 Payments

Section 6905 of 31 U.S.C. authorizes payments for any lands or interests in lands owned by the Government in the Redwood National Park or acquired in the Lake Tahoe Basin under the Act of December 23, 1980 (P.L. 96-586, 94 Stat. 3383). Section 6905 payments will continue beyond the five-year limitation. These payments will continue until the total amount paid equals 5 percent of the fair market value of the lands at the time of acquisition. However, the payment for each year cannot exceed the actual property taxes assessed and levied on the property during the last full fiscal year in which the property was acquired by the Federal Government.

Administrative Expenses

Up to $400,000 of the appropriation may be used for administrative expenses of implementing the Act, such as coordination with other Federal land-managing agencies, communications with State governors' offices and counties which receive payments, and costs of ADP services in computing alternative payment calculations and the final disbursement schedule sent to Treasury. The appropriation is also available to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
SUMMARY OF PAYMENTS BY STATE

STATE	1987 PAYMENT
ALABAMA	$ 115,059
ALASKA	5,179,705
ARIZONA	8,465,658
ARKANSAS	1,100,286
CALIFORNIA	11,058,651
COLORADO	6,394,950
CONNECTICUT	23,900
DELAWARE	4,590
DISTRICT OF COLUMBIA	5,165
FLORIDA	1,103,370
GEORGIA	704,486
GUAM	2,489
HAWAII	9,406
IDAHO	7,828,410
ILLINOIS	294,868
INDIANA	148,704
IOWA	126,214
KANSAS	335,155
KENTUCKY	596,221
LOUISIANA	173,007
MAINE	63,760
MARYLAND	34,345
MASSACHUSETTS	61,514
MICHIGAN	1,342,815
MINNESOTA	854,769
MISSISSIPPI	388,492
MISSOURI	1,177,338
MONTANA	8,398,123
NEBRASKA	330,116
NEVADA	5,804,131
NEW HAMPSHIRE	217,019
NEW JERSEY	30,341
NEW MEXICO	10,618,667
NEW YORK	58,693
NORTH CAROLINA	1,285,613
NORTH DAKOTA	563,659
OHIO	187,563
OKLAHOMA	758,674
OREGON	2,885,470
PENNSYLVANIA	203,755
PUERTO RICO	7,677
SOUTH CAROLINA	125,255
SOUTH DAKOTA	1,760,765
TENNESSEE	515,207
TEXAS	1,272,376
UTAH	9,896,722
VERMONT	241,912
VIRGIN ISLANDS	82,432

STATE	1987 PAYMENT
VIRGINIA	$ 1,053,534
WASHINGTON	1,914,740
WEST VIRGINIA	813,342
WISCONSIN	437,581
WYOMING	7,529,799
TOTALS	$104,586,493

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Payments in Lieu of Taxes

		1989 Base and Estimate	
		FTE	Amount
Object Class			
11.	Personnel compensation:		
11.1	Permanent positions.....	1	40
	Total personnel compensation	1	40
	Other Objects		
12.1	Personnel benefits.....		5
24.0	Printing and reproduction.....		5
25.0	Other services.....		95
26.0	Supplies and materials.....		5
41.0	Grants, subsidies, and contributions		104850
	Total Requirements.....		105000

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Program and Financing (in thousands of dollars)

Identification code 14-1114-0-1-852	19 87 actual	19 88 estimate	19 89 estimate
Program by activities:			
10.00 Total obligations	104,699	105,000	105,000
Financing:			
25.00 Unobligated balance lapsing	301	---	---
40.00 Budget authority (appropriation)	105,000	105,000	105,000
Relation of obligations to outlays:			
71.00 Obligations incurred, net	104,699	105,000	105,000
72.40 Obligated balance, start of year	8	8	---
74.40 Obligated balance, end of year	-8	---	---
77.00 Adjustments in expired accounts	286	---	---
90.00 Outlays	104,985	105,008	105,000
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Object Classification (in thousands of dollars)

Identification code 14-1114-0-1-852		19 87 actual	19 88 estimate	19 89 estimate
11.1	Personnel compenstation: Full-time permanent	39	40	40
12.1	Civilian personnel benefits	5	5	5
24.0	Printing and reproduction	4	5	5
25.0	Other services	60	95	95
26.0	Supplies and materials	1	5	5
31.0	Equipment	4	---	---
41.0	Grants, subsidies, and contributions	104,586	104,850	104,850
99.9	Total obligations	104,699	105,000	105,000
		(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

(FO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Personnel Summary

Identification code 14-1114-0-1-852	19 87 actual	19 88 estimate	19 89 estimate
Total number of full-time permanent positions	1	1	1
Total compensable workyears: Full-time equivalent employment	1	1	1
Average GS grade	9.30	9.30	9.
Average GS salary	28,417	28,843	28,987
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

(TO : 1981 O - 341-526 (6500))

LAND ACQUISITION

Appropriation Summary Statement

Appropriation: Land Acquisition

The Land Acquisition appropriation provides funding for acquisition of lands or waters, or interests therein, essential to improving the manageability of the Public Lands and to purchase or make equalization payments for land exchanges in response to specific Acts of Congress.

In 1989, no new acquisition projects are proposed. To allow acquisitions to continue in previously authorized areas with funds appropriated in prior years $100,000 is requested for acquisition management.

Appropriation Language Sheet

Land Acquisition

For expenses necessary to carry out the provisions of sections 205, 206 and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands or waters, or interest therein, [-$8,885,000], $100,000, to be derived from the Land and Water Conservation Fund, to remain available until expended.

(16 U.S.C. 460(1), 460(y), 43 U.S.C. 1715, 43 U.S.C. 1716, 43 U.S.C. 1748; Department of the Interior and Related Agencies Appropriations Act, 1988.)

Appropriation Language Citations

Bureau of Land Management

Appropriation: Land Acquisition

1. For expenses necessary to carry out the provisions of sections 205, 206, and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands and waters, or interests therein, [-$8,885,000] $100,000, to be derived from the Land and Water Conservation Fund, to remain available until expended.

16 U.S.C. 460(1)
16 U.S.C. 460(y)
43 U.S.C. 1715
43 U.S.C. 1716
43 U.S.C. 1748
P.L. 100-202

16 U.S.C. 460(1) provides that funds received by the Secretary as "exchange equalization payments" be deposited in the Treasury and are authorized to be appropriated for acquisitions in the King Range National Conservation Area (NCA) and are to remain available until expended.

16 U.S.C. 460(y) authorizes acquisition of lands or interests in lands, within the area and proximate lands of the King Range National Conservation Area (NCA).

43 U.S.C. 1715 FLPMA Section 205 authorizes the acquisition of lands or interests in lands where it is consistent with the mission of the Department and with land use plans, by purchase, exchange, donation, or eminent domain.

43 U.S.C. 1716 FLPMA Section 206 authorizes the exchange of public lands when the exchange serves the public interest.

43 U.S.C. 1748 FLPMA Section 318(d) authorizes the Secretary of the Interior to use the Land and Water Conservation Fund to purchase lands necessary for proper management of Public Lands which are primarily of value for outdoor recreation purposes.

Public Law 100-202, the 1988 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for BLM programs in 1988.

Budgetary Resources for Land Acquisition

BUREAU OF LAND MANAGEMENT

Account: Land Acquisition (14X5033)

FY 1988 Budgetary Status

Budget authority available:	
Appropriation realized	$8,885,000
Prior-year unobligated balance brought forward	5,756,000
Total BA available for obligation	14,641,000
Less anticipated obligations (by activity):	
1. Acquisition management	-600,000
2. Acquisitions (L&WCF)	-11,041,000
Total anticipated obligations	-11,641,000

FY 1989 Request

Anticipated unobligated balance brought forward	3,000,000
Plus increases proposed (by activity):	
1. Acquisition management	100,000
2. Acquisitions (L&WCF)	---
Total increase proposed	+100,000
Total anticipated BA available for obligation	3,100,000

BUREAU OF LAND MANAGEMENT

Analysis of Budgetary Resources by Activity

Account: Land Acquisition (14X5033)	1987 Actual	1988 Enacted	1989 Estimate	Inc.(+) Dec.(-) from 1988
1. Acquisition Management				
BA available for obligation:				
Appropriation.....	300,000	600,000	100,000	-500,000
Unoblig. bal. brt. fwd. ...	---	---	---	---
Total BA available.....	300,000	600,000	100,000	-500,000
Less obligations.....	-300,000	-600,000	-100,000	500,000
Unoblig. balance brt. fwd....	---	---	---	---
(FTE-T)	(6)	(12)	(2)	(-10)
2. Acquisitions (LWCF)				
BA available for obligation:				
Appropriation.....	5,920,000	8,285,000	---	-8,285,000
Unoblig. bal. brt. fwd. ...	1,179,000	5,756,000	3,000,000	-2,756,000
Transfers to (-) or from (+) other accounts.....	-3,000	---	---	---
Total BA available 1/...	7,102,000	14,041,000	3,000,000	-11,041,000
Less obligations.....	-1,346,000	-11,041,000	-3,000,000	8,041,000
Unoblig. balance brt. fwd....	5,756,000	3,000,000	---	+3,000,000
(FTE-T)	(10)	(6)	(---)	(-6)
3. Navajo-Hopi				
BA available for obligation:				
Appropriation.....	---	---	---	---
Unoblig. bal. brt. fwd. ...	3,357,000	---	---	---
Recission.....	-3,200,000	---	---	---
Total BA available.....	157,000	---	---	---
Less obligations.....	-157,000	---	---	---
Unoblig. balance brt. fwd....				
(FTE-T)	(---)	(---)	(---)	(---)
Account Total:				
BA available for obligation:				
Appropriation.....	6,220,000	8,885,000	100,000	-8,785,000
Unoblig. bal. brt. fwd.....	4,536,000	5,756,000	3,000,000	-5,756,000
Transfers to (-) or from (+) other accounts.....	-3,000	---	---	---
Recission.....	-3,200,000	---	---	---
Total BA available.....	7,559,000	14,641,000	3,100,000	-11,541,000
Less obligations.....	-1,803,000	-11,641,000	-3,100,000	3,000,000
Unoblig. balance brt. fwd.....	5,756,000	3,000,000	---	---
(FTE-T)	(18)	(18)	(2)	(-16)

Appropriation: Land Acquisition

(Dollar amounts in thousands)

Program Elements		1988 Enacted	1989 Estimate	Inc.(+) Dec.(-) from 1988
Acquisition Management	$	600	100	-500
	(FTE-T)	(12)	(2)	(-10)
Acquisitions (LWCF)	$	8,285	---	-8,285
	(FTE-T)	(6)	(---)	(-6)
Total Requirements	$	8,885	100	-8,785
	(FTE-T)	(18)	(2)	(-16)

Authorization

43 U.S.C. 1715, 1748(d) P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides authority for acquisition of lands or interests in lands when it is consistent with the mission of the Department and with land use plans (section 205); in exercising this authority, appropriations from the Land and Water Conservation Fund may be used to purchase lands which are primarily of value for outdoor recreation purposes (Section 318(d) of FLPMA).
16 U.S.C. 460(1), 460(y), P.L. 95-352 P.L. 91-476	The King Range National Conservation Area Act (NCA) of 1970, as amended, authorizes acquiring lands or interests in lands, within the area and selected proximate lands.

Objective

The objective of the land acquisition program is to improve the management of Public Lands and to carry out specific acquisition projects authorized by Acts of Congress by acquiring essential non-federal lands or interests in lands. Acquisition funds can be provided from either the Land and Water Conservation Fund (LWCF) or from the General Fund depending upon the terms of the actual appropriation.

1988 Program

The land acquisition program in 1988 included acquisitions for the following: Paulina Guard Station, Warner Basin Potholes and Owyhee Wild River in Oregon, Desert Tortoise Habitat, Pacific Crest Trail, King Range Conservation Area and Carrizo Plains in California, Upper Missouri Wild and Scenic River in Montana and wilderness study area inholdings. Administrative expenses to manage these acquisitions was also provided.

1989 Program

The amount of $100,000 and 2 FTE is requested for acquisition management to continue acquisitions in previously authorized areas with funds appropriated in prior years. Remaining acquisitions involve already approved projects. They are mostly associated with wilderness inholdings, Wild and Scenic River acquisitions (Upper Missouri Wild and Scenic River, El Malpais NCA, and Owyhee Wild River) and other areas, such as the King Range NCA.

Type size:
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Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Program and Financing (in thousands of dollars)

Identification code 14-5033-0-2-302	19 87 actual	19 88 estimate	19 89 estimate
Program by activities:			
Direct program:			
00.01 Operating expenses	864	942	187
01.01 Capital investment	939	10,699	2,913
10.00 Total obligations	1,803	11,641	3,100
Financing:			
17.00 Recovery of prior year obligations	-3	---	---
21.40 Unobligated balance available, start of year	-4,536	-5,756	-3,000
23.40 Unobligated balance rescinded (P.L. 99-591)	3,200	---	---
24.40 Unobligated balance available, end of year	5,756	3,000	---
40.00 Budget authority (appropriation) (special fund)	6,220	8,885	100
Relation of obligations to outlays:			
71.00 Obligations incurred, net	1,803	11,641	3,100
72.40 Obligated balance, start of year	653	570	4,672
74.40 Obligated balance, end of year	-570	-4,672	-50
78.00 Adjustments in unexpired accounts	-3	---	---
90.00 Outlays	1,883	7,539	7,722
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Object Classification (in thousands of dollars)

Identification code 14-5033-0-2-302		19 87 actual	19 88 estimate	19 89 estimate
	Personnel compensation:			
11.1	Full-time permanent	483	492	75
11.3	Other than full-time permanent	50	52	---
11.5	Other personnel compensation	---	---	---
11.9	Total personnel compensation	533	544	75
12.1	Civilian personnel benefits	67	70	10
21.0	Travel and transportation of persons	29	40	40
22.0	Transportation of things	7	9	2
23.3	Communications, utilities, and miscellaneous charges	---	1	---
24.0	Printing and reproduction	2	3	---
25.0	Other services	214	250	50
26.0	Supplies and materials	10	20	10
31.0	Equipment	2	5	---
32.0	Land and structures	939	10,699	2,913
99.9	Total obligations	1,803	11,641	3,100
		(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

(PO : 1981 O - 341-526 (6500))

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Personnel Summary

Identification code 14-5033-0-2-302	19 87 actual	19 88 estimate	19 89 estimate
Total number of full-time permanent positions	15	15	2
Total compensable workyears: Full-time equivalent employment	18	18	2
Average GS grade	9.30	9.30	9.3
Average GS salary	28,417	28,843	28,987
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

OREGON AND CALIFORNIA
GRANT LANDS

Appropriation: Oregon and California Grant Lands

The Oregon and California (O&C) Grant Lands appropriation provides for the management of the revested Oregon and California Railroad Grant Lands and the reconvenyed Coos Bay Wagon Road Lands for permanent forest production under the principle of sustained yield as mandated by the O&C Act of 1937 (43 U.S.C. 1181). Intermingled public domain lands managed for forest production under the principle of sustained yield and multiple use under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976 are also included in this appropriation. The goals of the management program are to provide a permanent supply of timber, protect watersheds and wildlife habitat, provide recreational facilities, and contribute to the economic stability of local communities dependent upon the timber resource.

Programs conducted on certain O&C lands (490,000 acres) within National Forests and managed by the Forest Service are included in the Forest Service budget request.

The following major activities are financed by this appropriation:

Construction and Acquisition ($450,000)

Provides for the acquisition of road easements and road use agreements for timber site access and for other resource management activities; signing, transportation planning, survey and design of timber access and other resource management roads; and rock aggregate used in the construction of timber access roads.

Maintenance: ($3,677,000)

Provides for maintenance of office buildings, warehouse and storage structures, shops, greenhouses, recreation sites and of a transportation system necessary for the management of lands in western Oregon.

Renewable Resources Management: ($49,476,000)

Provides for the marketing of 1.183 billion board feet of timber and the timber development practices necessary to maintain this level of annual harvest. Additionally, fire protection is provided on 2.4 million acres of land in western Oregon. Other resource management programs including range management; soil, water and air management; wildlife habitat management; and recreation management are also funded in this activity.

Planning and Data Management ($3,831,000)

Provides for the maintenance and preparation of land use plans and for the automated data processing support required for the management of the O&C program. A significant portion of the funding requested for 1989 will be used to support the development of decadal forest management plans for the 1990's.

Background of the O&C Appropriation

The Oregon and California Grant Lands Act of 1937 (50 Stat. 876, Title II) provides that revenues from the Oregon and California Grant Lands be distributed according to the following formula:

1. Fifty percent to the 18 O&C counties in western Oregon (subsection (a) of Title II of the O&C Act);

2. An additional 25 percent to the 18 O&C counties after delinquent tax claims were paid and after the United States Treasury was reimbursed for money advanced to make payments in lieu of taxes prior to 1937; (provided in the second paragraph of subsection (b) of Title II of the O&C Act); and

3. Twenty-five percent to the General Fund of the Treasury to be made available upon appropriation by Congress to administer the O&C lands (provided in subsection (c) of Title II of the O&C Act).

Beginning in 1939, amounts were appropriated to the Interior Department for administration of the O&C lands out of the 25 percent share paid to Treasury under subsection (c) of the O&C Act.

By 1951, the Treasury had been repaid in full for money advanced to make the payments in lieu of taxes, and according to subsection (b), Title II of the O&C Act, the 18 O&C counties were entitled to 75 percent of the receipts. However, in 1953 the counties offered to return one-third of their share (or 25 percent of total receipts) to the United States for the development and management of the O&C lands. This is the portion referred to in item 2 above.

Beginning in 1953, Congress appropriated some or all of these subsection (b) receipts for development, protection, and management of the O&C lands. From 1961 through 1981 an amount equal to the full 25 percent of receipts collected was appropriated by Congress for management and development of O&C lands under the "Oregon and California Grant Lands" appropriation.

In 1982, the first time, Congress made a direct, definite appropriation of $52,788,000 to eliminate the uncertainty associated with financing the management of these lands under the receipt limitation appropriation caused by fluctuating receipts from timber sales. Under the direct appropriation approach, 25 percent of the total receipts formerly appropriated for management of the O&C lands (subsection (b) receipts) are transferred to the General Fund in the Treasury as reimbursement for all or part of the direct "O&C appropriation. Beginning with 1985, the Forest Service received a direct appropriation for its activities on O&C designated lands within the boundaries of National Forests, rather than an allocation from BLM. The 1989 O&C Grant Lands appropriation request continues these concepts.

Receipts

Receipts from the harvest of timber and other products on the Oregon and California Grant Lands, the Coos Bay Wagon Road Lands (CBWR) and intermingled Public Domain (P.D.) lands of western Oregon are a significant source of revenue to both the U.S. Treasury and the 18 O&C counties. Funding from the O&C Grant Lands appropriation is used for the management of all land classes in western Oregon.

Actual receipts for 1986 and 1987 and estimates for 1988 and 1989 are as follows:

(Dollar amounts in thousands)

Source	1986 Actual	1987 Actual	1988 Estimate	1989 Estimate
O&C 1/	$147,242	$136,844	$142,800	$142,800
CBWR	5,687	4,906	5,400	5,400
P.D.	10,800	8,017	10,000	10,000
Total	$163,729	$149,767	$158,200	$158,200

1/ Includes receipts from O&C lands managed by the Forest Service.

Receipts from O&C lands are divided between the U.S. Treasury and the O&C counties on a 50-50 basis.

Receipts from CBWR lands are used to pay taxes imposed on these lands by the State of Oregon to Coos and Douglas counties; and the remainder is returned to the Treasury. Receipts from P.D. lands are divided among the State, General Treasury and the Reclamation Fund.

The following is an estimate of the distribution of these receipts.

($000)

	1986	1987	1988	1989
State/Counties	$74,479	$69,234	$72,340	$72,340
Treasury	81,042	74,440	78,260	78,260
Reclamation Fund	8,208	6,093	7,600	7,600

Appropriation Language Sheet

OREGON AND CALIFORNIA GRANT LANDS

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [$58,475,000] $57,434,000, to remain available until expended: Provided, That the amount appropriated herein for road construction shall be transferred to the Federal Highway Administration, Department of Transportation: Provided further, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second, paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876).

(16 U.S.C. 594; 43 U.S.C. 1181, 1701; 53 Stat. 753; Department of the Interior and Related Agencies Appropriations Act, 1988.)

Appropriation Language Citations

Bureau of Land Management

Appropriation: Oregon and California Grant Lands

1. For expenses necessary for management, protection and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [$58,475,000] $57,434,000 to remain available until expended:

16 U.S.C. 594
43 U.S.C. 1181 a, b, d-f
43 U.S.C. 1701 et seq.
P.L. 100-202

16 U.S.C 594, the Timber Protection Act of 1922, provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the public lands owned by the United States.

43 U.S.C. 1181 a, b, d-f provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq., the Federal Land Policy and Management Act of 1976, provides for public lands being retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the public lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

The Federal Land Policy and Management Act, applies to all public lands which include the O&C grant lands by definition (43 U.S.C. 1701). However, Section 701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and Coos Bay Wagon Road Act, insofar as they relate to management of timber resources and deposition of revenue from lands and resources, the latter Acts will prevail.

P.L. 100-202, the Department of the Interior and Related Agencies Appropriation Act, 1988, provides funding for BLM programs.

2. Provided, That the amount appropriated herein for road construction shall be transferred to the Federal Highway Administration, Department of Transportation:

Funds for access road construction in the O&C were first appropriated as a portion of the BLM "Construction" appropriation in 1953. At that time, and at the establishment of the BLM Construction appropriation account in 1951, the Appropriations Act provided that funds appropriated for road construction would be transferred to the Bureau of Public Roads, which subsequently became the Federal Highway Administration in the Department of Transportation. The language has been carried in all subsequent appropriations for the O&C program.

3. Provided further, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of Title II of the Act of August 28, 1937 (50 Stat. 876).

This language was first enacted in the 1953 Interior Department Appropriations Act when a portion of funds appropriated in the BLM "Construction" account were provided specifically for construction and acquisition projects and made a reimbursable charge against the one-third portion of receipts which were eligible to be returned to the O&C counties under the provision of the second paragraph of subsection (b) of Title II of the O&C Act. This language has been included in all subsequent appropriations.

SUMMARY OF REQUIREMENTS

(Dollar Amounts in Thousands)

APPROPRIATION: OREGON AND CALIFORNIA GRANT LANDS

	FTE-T	Amount	FTE-T	Amount
Appropriation currently available, 1988			1,058	58,475
ADJUSTMENTS TO BASE:				
Adjustments for January 1988 Pay Increase (Full-Year Costs)	0	587		
Adjustments for FERS (Difference Between FY 1988 Enacted and FY 1989 Estimated Costs)	0	-893		
Transfers from Other Accounts (ML&R)	0	914		
Total adjustments to base			0	608
1989 Base Budget			1,058	59,083
Program changes (Changes to base budget, detailed below)			14	-1,649
TOTAL REQUIREMENTS (1989 Estimate)			1,072	57,434

Summary of Requirements

Comparison by activities/ subactivities	1987 Actual		1988 Enacted to Date		1989 Base		1989 Estimate		Inc./Dec. from 1988		Inc./Dec. from 1989 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
OREGON AND CALIFORNIA GRANT LANDS												
Construction and Acquisition												
Building Construction	0	12	0	0	0	0	0	0	0	0	0	0
Recreation Construction	0	0	0	300	0	300	0	0	0	-300	0	-300
Transportation Construction	4	192	4	211	4	210	3	150	-1	-61	-1	-60
Access Acquistion	7	337	7	342	7	340	6	300	-1	-42	-1	-40
Subtotal	11	541	11	853	11	850	9	450	-2	-403	-2	-400
Maintenance												
Building Maintenance	5	486	5	484	5	483	5	483	0	-1	0	0
Recreation Maintenance	22	965	22	994	22	989	22	989	0	-5	0	0
Transportation Maintenance	35	2733	35	2414	35	2405	32	2205	-3	-209	-3	-200
Subtotal	62	4184	62	3892	62	3877	59	3677	-3	-215	-3	-200
Renewable Resource Management												
Timber Management	594	23690	604	24251	604	24073	594	21448	-10	-2803	-10	-2625
Timber Development and Reforestation	305	21728	310	23041	310	23864	310	23200	0	159	0	-664
Timber Protection	3	1990	3	1995	3	1994	3	2294	0	299	0	300
Other Forest Resources	54	2732	54	2750	54	2734	51	2534	-3	-216	-3	-200
Subtotal	956	50140	971	52037	971	52665	958	49476	-13	-2561	-13	-3189
Planning and Data Management												
Planning	5	463	5	482	5	482	41	3415	36	2933	36	2933
Data Management	9	490	9	1211	9	1209	5	416	-4	-795	-4	-793
Subtotal	14	953	14	1693	14	1691	46	3831	32	2138	32	2140
TOTAL REQUIREMENTS	1043	55818	1058	58475	1058	59083	1072	57434	14	-1041	14	-1649

Justification of Base Adjustments
Oregon and California Grant Lands

($000)

Adjustment for January 1988 pay increase (full-year costs).....+$587

Total cost in 1988 of pay increase	$440
Adjustment for full-year 1989 cost of 1988 pay increase	+147
Total adjustment for 1988 pay increase	$587

The adjustment is for the 2 percent Federal pay raise effective in January 1988. The total 1988 cost of $440,000, which was fully absorbed in 1988, includes $415,000 for general schedule pay and $25,000 for wage board pay during 1988. An additional $147,000 is required in 1989 to cover the full-year cost of the 1988 pay raise; of this amount, $139,000 is for general schedule pay and $8,000 is for wage board pay.

Federal Employees Retirement System.....-$893

The adjustment is for the decrease in estimated retirement costs from the FY 1988 enacted level to the FY 1989 requested level, resulting from a FERS recalculation based on new assumptions from the Office of Management and Budget and Office of Personnel Management.

Transfer from "Management of Lands and Resources (MLR)" BLM.....+$914

The adjustment reflects a shift of the amount historically provided in the MLR, Renewable Resources Management, Forest Management (Western Oregon P.D.) for costs of Western Oregon P.D. Forest Management to the Timber Development and Reforestation program of the Oregon and California Grant Lands (O&C) account. Because the western Oregon P.D. lands are intermingled with O&C and Coos Bay Wagon Road (CBWR) lands, their forest resources are managed with the same management intensity without regard to land status, and since timber outputs from all lands are combined and considered under the O&C account, it is logical to cover all program funding within the same account.

Appropriation: Oregon and California Grant Lands

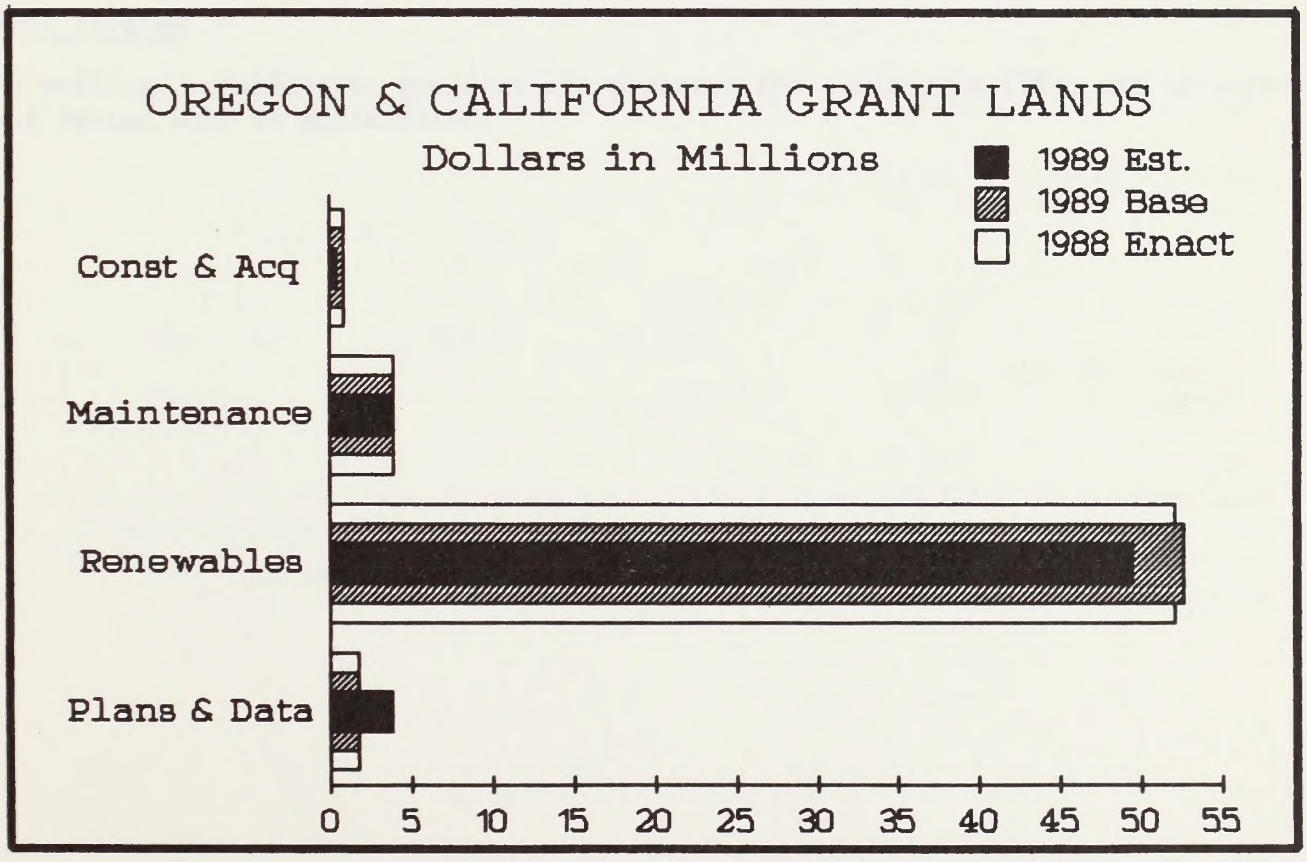
(Dollar amounts in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec.(-) from 1988	Inc. (+) Dec. (-) from Base
Construction and Acquisition						
	$	853	850	450	-403	-400
BLM	(FTE-T)	(11)	(11)	(9)	(-2)	(-2)
Maintenance						
	$	3,592	3,577	3,377	-215	-200
BLM	(FTE-T)	(62)	(62)	(59)	(-3)	(-3)
Federal Highway	$	300	300	300	---	---
Administration	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Subtotal	$	3,892	3,877	3,677	-215	-200
	(FTE-T)	(62)	(62)	(59)	(-3)	(-3)
Renewable Resources Management						
	$	51,937	52,565	49,376	-2,561	-3,189
BLM	(FTE-T)	(971)	(971)	(958)	(-13)	(-13)
Federal Highway	$	100	100	100	---	---
Administration	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Subtotal	$	52,037	52,665	49,476	-2,561	-3,189
	(FTE-T)	(971)	(971)	(958)	(-13)	(-13)
Planning and Data Management	$	1,693	1,691	3,831	+2,138	+2,140
	(FTE-T)	(14)	(14)	(46)	(+32)	(+32)
Total Requirements	$	58,475	59,083	57,434	-1,041	-1,649
	(FTE-T)	(1,058)	(1,058)	(1,072)	(+14)	(+14)

Authorization

43 U.S.C. 1181 P.L. 75-405	The Oregon and California Grant Land Act of 1937 provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California Railroad Grant Lands and Coos Bay Wagon Road lands.
53 Stat. 753	The Act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.
16 U.S.C. 594 P.L. 67-315	The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.
P.L. 94-579 43 U.S.C. 1702	The Federal Land Policy and Management Act of 1976 applies to all "public lands" which include the O&C Grant Lands by definition (43 U.S.C. 1702). However, Section 701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

In addition, other statutes regarding natural resource programs apply in varying degrees to management of the O&C and Coos Bay Wagon Road (CBWR) lands in western Oregon. These are discussed as necessary under each O&C program justification.



ACTIVITY SUMMARY

Activity: Construction and Acquisition

(Dollars in thousands)

Subactivity	1987 Actual B.A.	1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from Base
Building Construction	12	---	---	---	---
Recreation Construction	---	300	300	---	-300
Transportation Construction	192	211	210	150	-60
Access Acquisition	337	342	340	300	-40
Total	541	853	850	450	-400

Activity: Construction and Acquisition
Subactivity: Building Construction

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec.(-) from 1988	Inc. (+) Dec. (-) from Base
$	---	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Objective

The objective of the building construction program is to construct those facilities necessary to support resource management programs, and to replace deteriorating and inefficient facilities which are approaching or have gone beyond their intended design life and are beyond any economically feasible form of repair maintenance. Some specific projects which have been constructed in the past include tree seed orchard buildings, timber sale road maintenance shops and district office complexes.

Benefits derived from the building construction program vary from providing office space to providing a controlled environment for tree seed processing and seedling production in greenhouse facilities.

1989 Program

No building construction projects are proposed for funding in 1989, and no survey and design work is anticipated.

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Recreation Construction

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec.(-) from 1988	Inc. (+) Dec. (-) from Base
$	300	300	---	-300	-300
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Objective

The objective of the recreation construction program is to provide recreation facilities on O&C related lands which are easy to maintain, provide for visitor health and safety, and meet visitor demand.

Base program

The 1989 base program is $300,000.

The recreation construction program is a support activity to the recreation management program on O&C lands. Activities include new construction, major renovation, and replacement of existing recreation facilities. In 1988 Congress provided a one-time increase to construct an elk viewing area near Reedsport, Oregon. This work is being done cooperatively with the State of Oregon and is scheduled for completion in 1988-89. No recreation construction projects are proposed and no survey and design work is needed in 1989.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	300	---	-300
(FTE)	(---)	(---)	(---)

The decrease of $300,000 results from the completion in 1988 of the development for an elk viewing area near Reedsport, Oregon. No additional funding is requested and no additional recreation construction projects or survey and design work are proposed for 1989.

Distribution of change by object class

The object class detail for the proposed decrease of $300,000 is as follows:

	Amount
Other services	$300,000
Total	$300,000

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Transportation Construction

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec.(-) from 1988	Inc. (+) Dec. (-) from Base
$	211	210	150	-61	-60
(FTE-T)	(4)	(4)	(3)	(-1)	(-1)

Objective

The major objective of the transportation construction program is to provide a safe and energy-efficient transportation system for access to the western Oregon lands for management, protection, and utilization of the timber, range, wildlife, mineral, and recreation resources. This includes roads, trails airstrips, and related appurtenances such as bridges and signs.

Base program

The 1989 base program is $210,000 and 4 FTE.

The program level supports the western Oregon management program by providing transportation planning and survey and design work for access roads. Specifically, the program provides for:

- Developing and maintaining transportation plans.
- Designing access roads to areas for general resource management purposes and for timber operations where there is insufficient merchantable timber value in the area to construct the road under the terms of a timber sale contract. Generally, these are areas where access is needed for stand improvement of second-growth timber; for commercial thinning; or to allow utilization of marginal-value timber.
- Designing access roads to merchantable timber areas where the road construction work is relatively difficult or will involve more complex operations than the average timber purchaser would normally have equipment and labor skills to accomplish. This would include projects involving large amounts of rock excavation, difficult rock quarry and crushing operations, large or complex drainage structures and bridges, or complex stabilization work such as horizontal drains or retaining wall structures.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	210	150	-60
(FTE)	(4)	(3)	(-1)

The proposed decrease of $60,000 and 1 FTE will be accomplished by deferring some sign installation work on roads in the transportation system, the update of one transportation plan, and site surveys on lower priority projects. The decrease is also possible because the transportation system is largely in place in two districts, permitting some reduction in program effort.

O&C Transportation Construction Workload

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measures	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Sign installation (#)	200	200	200	150	-50
Transportation plans (#)	5	5	5	4	-1

Distribution of change by object class

The object class detail for the proposed decrease of $60,000 and 1 FTE is as follows:

	FTE	Amount
Personnel compensation	1	$30,000
Personnel benefits		6,000
Supplies and materials		24,000
Total		$60,000

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Access Acquisition

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec.(-) from 1988	Inc. (+) Dec. (-) from Base
$	342	340	300	-42	-40
(FTE-T)	(7)	(7)	(6)	(-1)	(-1)

Objectives

The major objectives of the access acquisition program are as follows:

- Obtain and maintain legal access to Public Lands for BLM administration of the western Oregon management program. Legal access must be provided to support the timber sale program; other forest management activities such as reforestation, thinnings, and fertilization; various other silvicultural activities; and other resource program management activities.

- Obtain and maintain necessary legal access for the general public. Examples are access to developed recreation sites and to large tracts for extensive public uses such as hunting, fishing, etc.

Base program

The 1989 base program is $340,000 and 7 FTE.

Legal access for forest management may be provided by an easement or by a reciprocal road use agreement, while legal access for the general public is normally provided by an easement. Adequate lead time is necessary to obtain access in order to ensure that legal access is available when management actions are scheduled to take place. A lead time of two years or more may be needed, depending upon the complexity of the road system, the number of owners involved, the attitude of the owners, and the ultimate need to exercise the right of eminent domain.

The primary benefits of the access acquisition program include:

- Providing continuous legal access so that intensive management practices can be applied wherever and whenever silvicultural needs dictate.

- Guaranteed access to all qualified bidders results in increased bid prices. The exact quantification of this benefit is difficult to obtain because of the many factors which affect bid prices. However, in any given year, an average increase of only 40 cents per MBF over the appraised price on the timber sales offered would fully cover the entire cost of the access program.

o Providing continuous legal access to the public for full use and enjoyment of the Bureau-managed lands in western Oregon.

The 1989 program workload includes easement survey, negotiations, appraisals, acquisition of title evidence, and payment for use.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	340	300	-40
(FTE)	(7)	(6)	(-1)

The proposed decrease of $40,000 and 1 FTE will be accomplished by reducing the number of easements being worked on and acquired and deferring work on access to isolated tracts and more difficult areas. As timber harvest begins to shift more into areas with established road systems and previously obtained access, the requirements for increased access are expected to decline.

O&C Access Acquisition Workload

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Easements acquired (#)	19	32*	32	30	-2

* Much of the property over which BLM is acquiring easements has recently been subdivided, causing the number of easements over the same land area to increase, due to an increase in the number of landowners.

Distribution of change by object class

The object class detail for the proposed decrease of $40,000 and 1 FTE is as follows:

	FTE	Amount
Personnel compensation	1	$30,000
Personnel benefits		6,000
Other services		2,000
Lands and Structures		2,000
Total		$40,000

Activity Summary

Activity: Maintenance

(Dollars in thousands)

Subactivity	1987 Actual B.A.	1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from Base
Building Maintenance	486	484	483	483	---
Recreation Maintenance	965	994	989	989	---
Transportation Maintenance	2,733	2,414	2,405	2,205	-200
Total	4,184	3,892	3,877	3,677	-200

Activity: Maintenance
Subactivity: Building Maintenance

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec.(-) from 1988	Inc. (+) Dec. (-) from Base
$	484	483	483	-1	---
(FTE-T)	(5)	(5)	(5)	(---)	(---)

Objective

The objective of the building maintenance program is to protect the Bureau's capital investment in Bureau owned facilities (buildings, sites and utility systems) in western Oregon and to ensure efficient, convenient and functional compatibility to the general public and Bureau personnel throughout the facilities intended design life. Specific implementation strategies in priority order include:

- Perform annual inspection of all buildings, sites and utility systems, and identify and establish corrective design and budget estimates for needed repairs;
- Perform scheduled preventive maintenance and immediate emergency response to any breakdowns involving water and sewer systems to assure that public and employees health standards are maintained as required by law;
- Perform scheduled preventive maintenance to buildings to ensure their minimum continued support of resource management programs; and
- Perform needed repairs on buildings and sites to bring them up to good condition.

1989 Program

The 1989 estimate is $483,000 and 5 FTE.

The types of facilities maintained vary from district office buildings to tree seed extractories and a greenhouse for seedling production.

The following table displays the number of existing buildings and systems included in the maintenance schedule:

Type of Facility	Number	Size
Office Buildings	13	170,546 sq. ft.
Warehouses	42	107,913 sq. ft.
Materials storage buildings	28	9,213 sq. ft.
Fuel tanks	74	115,120 gal.
Radio/repeater buildings	5	4,027 sq. ft.
Special use tree seed orchard buildings	12	53,969 sq. ft.
Eqpt & vehicle shop buildings	26	46,781 sq. ft.
Sites/wareyards/grounds	37	937.4 acres
Water systems	14	---
Pumphouses	12	1,569 sq. ft.
Sewer systems	7	---
Electrical systems	5	---

Activity: Maintenance
Subactivity: Recreation Maintenance

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec.(-) from 1988	Inc. (+) Dec. (-) from Base
$	994	989	989	-5	---
(FTE-T)	(22)	(22)	(22)	(---)	(---)

Objectives

The objective of the recreation maintenance program is to ensure that BLM's western Oregon recreation sites are operated and maintained so that: (1) public user and employee health and safety are protected, (2) the public receives the maximum recreational benefits from the facilities, (3) natural and cultural resources of the area are not destroyed through overuse, and (4) the facilities are maintained so that they last for their designed useful life.

1989 Program

The 1989 estimate is $989,000 and 22 FTE.

The recreation maintenance program provides services such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe, mitigating hazards, and repairing and maintaining facilities on the 53 developed recreation sites and 65 undeveloped sites in western Oregon. The following table displays the facilities included in the maintenance schedule:

Type of Facility (unit of measure)	Number
Developed campsites (# of family units)	702
Developed picnic sites (# of family units)	682
Undeveloped picnic sites (#)	65
Water systems (#)	40
Sewer systems (#)	24
Trails within recreation sites (miles)	19
Signs (#)	90

All developed facilities receive preventative and operational maintenance each year to maintain health and safety standards and to protect the capital investment. Painting and structural maintenance is done on an as-needed basis.

A combination of labor sources is used to accomplish the annual workload and meet the stated objectives including BLM laborers and recreation technicians, contract, volunteer, and user participation.

The facilities are provided to meet the requirements of the O&C Act for recreation as a facet of forest land management. Having recreation use concentrated in specific, defined areas reduces conflicts with other resource management activities.

Justification of Program and Performance

Activity: Maintenance
Subactivity: Transportation Maintenance

(Dollar amounts in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec.(-) from 1988	Inc. (+) Dec. (-) from Base
BLM	$	2,114	2,105	1,905	-209	-200
	(FTE-T)	(35)	(35)	(32)	(-3)	(-3)
Federal Highway Administration	$	300	300	300	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	2,414	2,405	2,205	-209	-200
	(FTE-T)	(35)	(35)	(32)	(-3)	(-3)

Objective

The objective of the transportation maintenance program (which is funded through a combination of current appropriations and a permanent appropriation) is to maintain the BLM's western Oregon forest road, trail and airstrip system in the condition needed for proper land and resource management; for the safe and efficient transport of forest products from the forest to the milling, manufacturing or loading facility; and for safe access to forest lands for the forest industry, BLM personnel, and the general public.

Federal Highway Administration (FHWA)

1989 program

The 1989 Estimate is $300,000. The FHWA provides road surfacing aggregate (crushed rock) to BLM for use in the Bureau's road maintenance program. The amount of aggregate obtained from FHWA varies each year according to the amount of maintenance required as a result of road use and weather damage. The FHWA also provides bridge inspection and load rating services.

The funds for this work are transferred from BLM to FHWA each year in accordance with the provisions of the appropriations language for "O&C Grant Lands."

Bureau of Land Management

Base program

The 1989 base program is $2,105,000 and 35 FTE.

The Bureau is responsible for maintaining a total network of approximately 13,300 miles of road and 90 miles of trail in western Oregon. Approximately 60 miles of trail are maintained each year; however, the maintenance schedule for roads varies each year, according to actual timber harvest activity and weather damage.

The basic road maintenance schedule plans for yearly maintenance on 4,800 to 5,000 miles of primary timber haul road and for maintenance, on an as-needed basis, for those parts of the secondary system that receive higher than normal use, or which have sustained damage from natural causes. Maintenance includes the inspection and maintenance of 360 bridges and structures that are an integral part of the road system.

Maintenance of the road system is performed primarily by BLM crews plus contracts for materials such as asphalt, aggregate, fuels, culverts, equipment, and supplemental equipment rental. Heavy equipment operators skilled in road maintenance work are required along with the transportation engineering experts knowledgeable in timber management practices, and other resource management needs for transportation facilities.

Road maintenance is also accomplished by timber purchasers during active timber sales under the terms of the sale contract, and by agreement with adjoining landowners such as timber companies and other governmental agencies, primarily counties.

Commercial users of BLM roads are assessed a road maintenance fee. Funds collected in maintenance fees each year become a part of the total funds available for road maintenance through a permanent appropriation to BLM for road maintenance. In 1989, the amount estimated to be available from the permanent appropriation is $6.5 million. This would provide a total of $8.6 million at the base level ($8.4 million at the estimate level) for road maintenance work. The total of current and permanent appropriation amounts is planned for use to accomplish the total maintenance workload.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	2,105	1,905	-200
(FTE)	(35)	(35)	(-3)

The proposed decrease of $200,000 and 3 FTE will be accomplished by deferring maintenance work on about 200 miles of the secondary road system and focusing attention on higher priority needs. This can be done for the following reasons:

- Use of contract services for some maintenance work has reduced costs (e.g. roadside brushing).
- Timber sale purchasers perform some operator maintenance under terms of the sale contracts, reducing the BLM workload.
- BLM maintenance priorities focus on road systems receiving heavy use or damage from natural causes, with the objective of protecting the capital investment and reducing environmental damage.

O&C Transportation Maintenance Workload

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Road maintenance (miles)	6,000	5,700	5,700	5,500	-200
Trail maintenance (miles)	80	60	60	60	---
Bridge maintenance (#)	35	35	35	35	---

Distribution of change by object class

The object class detail for the proposed decrease of $200,000 and 3 FTE is as follows:

	FTE	Amount
Personnel compensation	3	$ 90,000
Personnel benefits		18,000
Travel and transportation of persons		8,000
Transportation of things		20,000
Other services		39,000
Supplies and materials		5,000
Equipment		20,000
Total		$200,000

Activity Summary

Activity: Renewable Resources Management

(Dollars in thousands)

Subactivity	1987 Actual B.A.	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Timber Management	23,690	24,251	24,073	21,448	-2,625
Timber Development and Reforestation	21,728	23,041	23,864	23,200	-664
Timber Protection	1,990	1,995	1,994	2,294	+300
Other Forest Resources	2,732	2,750	2,734	2,534	-200
Total	50,140	52,037	52,665	49,476	-3,189

Activity: Renewable Resources Management
Subactivity: Timber Management

(Dollars amounts in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
BLM	$	24,151	23,973	21,348	-2,803	-2,625
	(FTE-T)	(604)	(604)	(594)	(-10)	(-10)
Federal Highway Administration	$	100	100	100	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	24,251	24,073	21,448	-2,803	-2,625
	(FTE-T)	(604)	(604)	(594)	(-10)	(-10)

Objectives

The major objectives of the timber management program in western Oregon are to:

- Support the economic stability of the region and help meet the national demand for forest products through the offering of approximately 1.2 billion board feet of timber for sale annually; and,

- Ensure that timber harvest is conducted in a manner that is both fiscally and environmentally responsible by preparing timber sale plans that are consistent with decadal timber and land use plans and by carefully monitoring timber sale contracts to ensure compliance with stipulations and payment schedules.

Federal Highway Administration (FHWA)

1989 program

The 1989 Estimate is $100,000. The Federal Highway Administration provides BLM with a variety of specialized engineering services associated with the location and design of timber access roads and evaluation of rock quarry sites. The kinds and amount of services rendered by the FHWA varies from year to year depending upon the difficulty of road location and the number of quarry sites needed. The following is the average workload output. It is estimated that the 1989 workload will be at the average level.

Item	Amount
Rock core drilling	5,000 lin. ft.
Material testing	200 tests
Roads requiring special engineering consulting services	30 roads

The funds for this work are transferred from BLM to FHWA each year in accordance with the provisions of the appropriations language for "Oregon and California Grant Lands."

Base program

The base program is $23,973,000 and 604 FTE. Under the timber management program, timber is offered for sale in accordance with the O&C Act of 1937 (43 U.S.C. 1181) on the revested Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road (CBWR) Lands. This law provides that these lands shall be managed as a permanent source of timber in a manner which protects watersheds, regulates stream flows, provides for recreational facilities, and contributes to local economic stability. Additionally, timber from the intermingled Public Domain (P.D.) lands which are generally managed in the same manner as O&C and CBWR lands, but under the provisions of FLPMA, is offered for sale and the work is funded by this program.

The O&C Act directs the Secretary to announce an allowable harvest level to be offered annually for sale given reasonable prices in a normal market. Under the 1989 program, BLM would offer a timber sale level of 1,183 million board feet of timber, an amount equivalent to the full average annual allowable harvest.

Timber Management Program Components

The major work elements of the timber management program are as follows:

Inventory and Timber Management Planning

This element includes the gathering of inventory and silvicultural data for preparation and maintenance of land use and timber management plans and the computation of the allowable harvest levels.

The latest series of timber management plans were completed in 1983. Approximately 2.1 million acres of commercial forest lands, 87 percent of the land administered by BLM in the area, are covered by these plans. These plans, as amended, allow an annual harvest level of 1,183 million board feet. Each of these plans is monitored to determine if the objectives of the plans are being met.

BLM has announced a schedule to complete by the end of 1990 five resource management plans that will cover all BLM land in western Oregon. These plans will address the calculation of the allowable cut level for the decade of the 1990's as well as address other issues such as old-growth forest management, land tenure adjustments, and special management areas.

Timber Sale Planning

Timber sale planning is essential to identify physical and legal access requirements, cadastral survey needs, special road design and other considerations. The checkerboard land patterns and the steep ridges which characterize western Oregon commercial timber lands contribute to the complexity of the planning process which begins with identification of potential sale areas 5 years in advance of sale. Out-year plans are refined annually by deleting problem tracts and adding replacement tracts. The process culminates in the annual timber sale plan on which the forest industry bases its own plans for purchasing BLM timber.

Timber Sale Preparation

This element includes all activities necessary to offer timber for sale, including:

1. Sale area layout
2. Environmental analysis
3. Resource conflict resolution
4. Timber value determination and appraisal
5. Contract preparation
6. Sale advertising and award

The timber sale preparation process starts with field crews physically posting and marking sale boundaries, road locations, log skidding trails, and other work areas needed for the harvest operation. When sale layout is complete, the area is examined to determine the specific effects of logging on any of the site's resource values such as wildlife, fisheries, archaelogical sites, soils, water and air. All of these data are used in the preparation of the environmental analysis.

The environmental analysis process identifies site-specific impacts associated with the proposed logging operation and prescribes mitigating measures. Sale boundaries, road locations, and decking area locations may also be adjusted to attain the prescribed mitigation.

A timber sale contract is prepared for each sale. The contract specifies standard stipulations for compliance by the purchaser as well as special stipulations based upon any unique characteristics of the sale area. Normally, western Oregon BLM timber is sold at oral auction with successful bidders agreeing to the terms of the contract. Historically, the purchaser has had 3 years to harvest the timber, although contracts with shorter harvest periods have recently been offered in response to current economic conditions.

Timber Sale Contract Administration

This work involves on-the-ground supervision during the term of the timber sale contract. Supervision is provided to ensure that the purchaser adheres to the terms of the contract and that timely payments are made as timber is harvested. Specific workloads are:

1. Approval of the logging plan for the sale area.
2. Checking road and logging facilities construction.
3. Checking progress of timber cutting and calculating payments due.
4. Ensuring that payment due is received before additional timber is harvested.
5. Processing contract modifications as needed.
6. Checking the total logging operation until all timber has been removed from the sale area.
7. Checking the disposal of logging debris (slash).
8. Processing contract expirations and terminations.

Timber Management Plan Monitoring

In addition to the monitoring work done in sale contract administration, the overall impacts of the sale program are monitored to determine how these impacts relate to those predicted on the Environmental Impact Statements for the Timber Management Plans. The information gained from this monitoring will be used to improve the decision making information base for the 1990 decadal plans.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	23,973	21,348	-2,625
(FTE)	(604)	(594)	(-10)

A program decrease of $2,625,000 and 10 FTE is proposed. This is a result of the shift in program emphasis to planning and data management for completion of Resource Management Plans (RMPs) for the 1990s (see planning and data management). The decadal extensive forest inventory work in support of the RMPs has been completed, and funds for salvage harvest of timber damaged by wildfires in 1987 are no longer needed. Therefore, the programs decrease of $2,625,000 can be taken without any impact on our ability to prepare and offer the annual allowable cut level (1,183 MMBF) of timber sales.

O&C Timber Management Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	980	2,387 1/	2,387 1/	---	-2,387
Timber Sale Plans (#)	44	38	38	38	---
Sales Prepared (#)	300	250	250	250	---
Timber Volume Offered (MMBF)					
Regulated	693	908	1,183	1,183	---
"Buy-out" 2/	490	90	---	---	---
Fire related salvage 3/	---	185	---	---	---
Total	1,183	1,183	1,183	1,183	---
Harvest Volume (MMBF)	1,300	1,200	1,200	1,200	---
Total Volume Sold but unharvested - End of Year (MMBF)	2,300	2,100	2,100	2,100	---
Minor Forest Products (# Permits)	10,477	9,600	9,600	9,600	---

1/ The major reinventory effort is expected to be completed in 1988. This provides opportunity to shift funding to the decadal timber management plans in the O&C planning subactivity.
2/ Volume reoffered from sales bought-out under provision of the Federal Timber Contract Payment Modification Act (P.L.98-478). The last of these sales will be reoffered in 1988.
3/ Volume offered in 1988 from timber damaged by forest fires in 1987.

Distribution of change by object class

The object class detail for the proposed decrease of $2,625,000 and 10 FTE is as follows:

	FTE	Amount
Personnel compensation	10	$ 300,000
Personnel benefits		60,000
Travel and transportation of persons		36,000
Transportation of things		265,000
Communications, utilities & misc. charges		50,000
Other services		1,684,000
Supplies and materials		130,000
Equipment		100,000
Total		$2,625,000

Activity: Renewable Resources Management
Subactivity: Timber Development and Reforestation

(Dollar amounts in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
	$	23,041	23,864	23,200	+159	-664
	(FTE-T)	(310)	(310)	(310)	(---)	(---)

Objective

The major objective of the reforestation and timber development program is to reforest harvested timber lands successfully and increase the growth rates of timber stands to a level that supports a sustained yield of timber harvest as mandated by the O&C Act of 1937 and the Federal Land Policy Management Act of 1976. Approved timber management plans identify the sustained yield harvest level and activities essential to support it. These include:

- Preparation of planting sites;
- Planting high quality trees;
- Protecting planted trees from damage due to animal browsing, heat and competing vegetation;
- Maintaining or achieving optimum conditions for tree and stand growth through thinnings, release from competing vegetation, disease control and fertilization; and,
- Improving the genetic quality of planting stock through seed orchard establishment.

Base program

The base program is $23,864,000 and 310 FTE. The program provides for reforestation and other timber development practices which increase the productivity of the timber lands in western Oregon. Reforestation is necessary not only to ensure prompt forest regeneration, but also to ensure that the new forest will grow at rates projected in approved timber management plans.

Prescribed burning and site preparation are frequently required prior to the actual reforestation. The workload shown for site preparation includes output resulting from funding both from this subactivity and from timber purchaser deposits in the "Service Charges, Deposits, and Forfeitures" appropriation. Land treatments, such as the use of herbicides, are sometimes necessary so that

planted seedlings can achieve full development without undue competition from other species which tend to proliferate in newly cut areas. Later, pre-commercial thinning is used to remove selected trees to concentrate light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber in a given stand. In addition, BLM, through its tree improvement program, seeks to improve the genetic traits of the trees themselves.

The development and reforestation workload is accomplished principally through contracting specified land treatment projects (i.e., slash burning, tree planting, thinning, etc.) to the private sector. An estimated 95 percent of the projects are accomplished by contractors. The remaining 5 percent are done with Bureau personnel, usually temporary employees. Types of work which involve permanent BLM personnel primarily include monitoring and research, environmental analysis, inventory, project planning, layout and contract preparation, contract administration, and seed orchard operation. These elements are described as follows:

Monitoring and Research - Includes all work associated with field studies and research to identify development needs, monitor results of past actions, and coordinate activities associated with the Forestry Intensified Research (FIR) and Coastal Oregon Productivity Enhancement (COPE) research projects.

A total of $1,300,000 is included in the 1989 request for BLM funding support to the FIR and COPE research projects, of this amount $625,000 is for the adaptive and fundamental phases of FIR. This program was developed to improve reforestation and timber stand improvement technology for southwest Oregon. Work is primarily performed by Oregon State University in participation with BLM, the Forest Service, the Oregon State Forestry Department, and various industrial and private landowners. Initiated in 1979, FIR is in the final phase of its original 10-year schedule. There will be an extension of several years in the adaptive phase to facilitate application of the findings.

Also included in the total amount is $675,000 for BLM's contribution to the COPE research project. In 1989 COPE will be in its third year of development. This is a cooperative program with the Forest Service and Oregon State University to find methods to improve timber production, silvicultural practices, fire and air quality management, watershed protection, soil stabilization, fisheries enhancement, and resource and economic analysis for western Oregon forest land from the Columbia River south to the California border and from the Pacific Ocean to the eastern slope of the Coast Range.

Environmental Assessment - Includes all work involved in preparing and reviewing environmental impact statements relating to intensive forest management practices. For the 1989 program, it is assumed that the environmental statement on use of herbicides for timber development work will be completed and accepted by the Federal Court; thus allowing herbicides to again be available for use.

Inventory, Project Planning, Layout and Contract Preparation - Includes all work involved in conducting pre-and-post-treatment survey to identify needs and evaluate treatments, and the preparation of land treatment contracts for bid advertisement and award.

Contract Administration - Includes all work associated with the supervision and administration of genetic improvement, land treatment, research and other support contracts.

Seed Orchard Operation - Includes all work associated with the development, maintenance, and operation of the Walter Horning, Charles Sprague, Provolt, Tyrrel and Lorane seed orchards, including the progeny test plantations where genetically superior trees are grown for seed production.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	23,864	23,200	-664
(FTE)	(310)	(310)	(---)

A decrease of $664,000 is proposed. This will be accomplished through (1) a reduction in cost of site preparation and maintenance projects due to the assumed availability of herbicides in 1989, (2) a deferral of lower priority projets, and (3) completion of reforestation related to timber damaged by 1987 forest fires.

Reforestation

The following table illustrates the relationship of timber harvesting to reforestation.

TIMBER HARVESTING AND REFORESTATION
1976-1989

Year	Harvest (Thousand board feet)	Reforestation (acres)
1976	1,107	27,959
1977	1,032	26,333
1978	1,061	32,890
1979	1,040	31,016
1980	929	26,917
1981	857	28,198
1982	320	20,192
1983	812	17,149
1984	1,039	17,463
1985	1,008	17,642
1986	1,204	23,587
1987	1,300	27,901
1988 (est.)	1,200	24,800
1989 (est.)	1,200	26,000

There tends to be a lag between timber harvesting and reforestation because of the need to produce the proper seedlings and to perform site preparation prior to actual planting of seedlings. The Bureau has increased reforestation efforts since 1986 to keep pace with this increased rate of harvest. Additionally, some funding was provided in 1988 to support reforestation of fire damaged areas in addition to reforestation work on non-salvaged areas covered from fire rehabilitation funding. Since this reforestation will be accomplished, the funds in the 1989 Base (supplemented by the Base transfer from MLR) would support a higher level of reforestation than needed to keep pace with regular timber harvest levels, the Bureau can reduce the amount of funds required and still achieve the necessary site preparation and reforestation level of 26,000 acres in 1989.

The increased workload for maintenance over 1987 and 1988 levels shown in the table below result from the assumption that the use of herbicides will resume in 1989. Thus, high cost per acre manual practices will be replaced with lower cost per acre treatments.

O&C Timber Development/Reforestation Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	132	125	125	131	+6
Site preparation (acres)	18,562	23,900	26,200	26,000	-200
Reforestation (acres)	27,901	24,800	28,400	26,000	-2,400
Maintenance (acres)	19,382	17,400	24,900	23,000	-1,900
Timber stand improvement					
Pre-commercial thinning (acres)	1,000	---	---	---	---
Fertilization (acres)	---	---	---	---	---
Stand conversion (acres)	---	---	---	---	---

Distribution of change by object class

The object class detail for the proposed decrease of $664,000 and is as follows:

	Amount
Travel and transportation of persons	$ 5,000
Transportation of things	5,000
Communications, utilities, misc.	4,000
Other services	590,000
Supplies and materials	50,000
Equipment	10,000
Total	$664,000

Activity: Renewable Resources Management
Subactivity: Timber Protection

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
$	1,995	1,994	2,294	+299	+300
(FTE-T)	(3)	(3)	(3)	(---)	(---)

Objective

The objective of the timber protection program is to protect western Oregon lands from damage by fire.

Base program

The base program is $1,994,000 and 3 FTE. The program consists of fire protection on 2,375,800 acres, at an annual cost of $1,877,000, as well as attendant contract administration and overall timber protection program management.

Actual fire protection for all lands under BLM jurisdiction in western Oregon is provided by the Oregon State Department of Forestry under a contract with BLM. The existence of the State protection organization makes it unnecessary for BLM to establish and maintain its own fire suppression organization in western Oregon.

The current 5-year average of fire occurrence in western Oregon, which is significantly higher than "normal" historical average due to the extensive increase resulting from the 1987 fire season, is as follows:

- 36 human-caused fires annually
- 64 lightning-caused forest fires annually
- 10,041 acres burned annually
- 503 total fires in the past 5 years

Increase from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	1,994	2,294	+300
(FTE)	(3)	(3)	(---)

A program increase of $300,000 is requested to cover the annual costs of the fire protection contract with the Oregon State Department of Forestry, which is expected to increase $163,000 (from $1.877 to $2.040 million), and for related administration and management of the timber protection program, which has increased in both size and complexity. This not only includes a continuing administrative workload resulting from the 1987 fires, but also a general program management workload increase.

Distribution of change by object class

The object class detail for the proposed increase of $300,000 is as follows:

	Amount
Travel and transportation of persons	$ 30,000
Transportation of things	40,000
Communications, utilities, misc.	20,000
Other services	163,000
Supplies and materials	30,000
Equipment	17,000
Total	$300,000

Activity: Renewable Resources Management
Subactivity: Other Forest Resources

(Dollar amounts in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
Range Management	$	236	234	234	-2	---
	(FTE-T)	(7)	(7)	(7)	(---)	(---)
Recreation Management	$	623	619	619	-4	---
	(FTE-T)	(13)	(13)	(13)	(---)	(---)
Soil, Water and Air Management	$	708	704	704	-4	---
	(FTE-T)	(13)	(13)	(13)	(---)	(---)
Wildlife Management	$	1,183	1,177	977	-206	-200
	(FTE-T)	(21)	(21)	(18)	(-3)	(-3)
Total Requirements	$	2,750	2,734	2,534	-216	-200
	(FTE-T)	(54)	(54)	(51)	(-3)	(-3)

RANGE MANAGEMENT

Objectives

The major objectives of the range management program are to utilize available forage for livestock production, maintain and improve vegetative conditions, and accomplish vegetation-related resource management goals and objectives in western Oregon.

1989 program

The 1989 Estimate is $234,000 and 7 FTE. This program provides for grazing administration on public lands in western Oregon. The O&C Act authorizes the Secretary, at his discretion, to lease O&C lands for grazing purposes when such use will not interfere with the production of timber or other purposes specified in the O&C Act. There are 148 grazing leases in western Oregon providing approximately 19,000 animal unit months (AUM's) of forage. The range management program workload consists of authorizing and issuing grazing leases, collecting fees, monitoring, providing necessary range use supervision and trespass control, and developing range improvement projects. Grazing use must be properly coordinated with intermingled and adjacent landowners. In several areas where there are large and well-blocked lands, coordinated resource management plans have been developed and needed management facilitating projects have been constructed.

Various projects on O&C lands, such as fences and water developments, are needed to control the timing and degree of livestock grazing use. Proper livestock management is essential to ensure that maximum benefits result from removal of vegetation which competes with tree seedling establishment and to protect reforestation efforts. Livestock management also helps to accomplish other vegetation-related management objectives such as the protection and improvement of important wildlife habitat areas and the protection of threatened and endangered plants and animals.

Livestock management benefits timber production by removing vegetation that competes with young trees and seedlings. If forage plants in reforested areas are grazed by livestock at appropriate times, the competitive influence of these plants on the establishment of tree seedlings is reduced. Once trees are established to the point where livestock grazing can have no harmful impacts on their further development, the authorization of grazing use results in harvesting a renewable resource that would otherwise go unused.

O&C Range Management Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base and Estimate
Allotments monitored (#)	50	50	50
Leases administered (#)	147	148	148
Projects developed (#)	4	4	4

RECREATION MANAGEMENT

Objectives

The major objectives of the recreation management program are to:

- Provide a broad spectrum of outdoor recreation opportunities, from developed overnight/day use facilities to extensive uses, such as hunting, fishing, off-road vehicle operation and whitewater boating, consistent with intensive forest management activities within the multiple use framework;

- Provide an appropriate level of visitor management and information in both developed and undeveloped areas to assure the health and safety of the user, reduce conflicts among users, and to minimize resource damage;

- Assure an adequate level of protection for sensitive resources, such as cultural and historic sites, rare and/or representative vegetative types, visual resources, and other such significant areas and sites;

- Assure implementation of the Special Recreation Permit Policy and the collection of appropriate fee revenues, and the establishment of recreation use fees comparable with other public and private facilities;

- o Promote visibility and identify public lands, create public respect and pride, and foster a better public understanding and acceptance of multiple use forest management; and,

- o Improve program cost effectiveness through the use of volunteer programs, contributed funds and cooperative management agreements with State, county and local agencies and organizations.

1989 Program

The 1989 Estimate is $619,000 and 13 FTE. The western Oregon program is operated under the provisions of the O&C Act which directs that the O&C lands be managed for permanent forest production, including provision of recreation facilities. Because the provision of recreation facilities covers a wide range of recreation opportunities from highly developed campgrounds/picnic areas to dispersed recreation activities, the program encompasses a workload associated with some 2.8 million visits annually. The protection of sensitive resources is consistent with the Bureau's multiple use mandate and specific legislative requirements, such as the National Historic Preservation Act and the Endangered Species Act.

The program activities consist of the following:

- o Management of recreation visitors and the protection of recreation resources in accordance with planned objectives, with priority directed toward Congressionally established Special Recreation Management Areas (Rogue Wild and Scenic River, Pacific Crest National Scenic Trail, North Umpqua Wild and Scenic Study River) and major investment recreation sites (Wildwood, Fisherman's Bend, Shotgun, Hyatt Lake, Loon Lake).

- o Identification, evaluation and management of archeological and historical resources, particularly priority areas including the Upper Little River, Upper Middle Creek and Boulder Creek archaeological areas and the Barlow Road historic trail. Development of an interdistrict cultural resource inventory plan for the coast range province.

- o Participation in the Pacific Northwest Research Natural Area program, including the management and protection of established areas.

- o Management and protection of sensitive visual resource values consistent with intensive timber management activities.

- o Implementation of public outreach programs designed to foster a greater public understanding and acceptance of the Bureau's multiple use program in western Oregon.

The emphasis in the 1989 workload will be on program support for development of western Oregon Resource Management Plans (RMPs) for the 1990s.

O&C Recreation Management Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base and Estimate
Inventory (000's acres)	925	21	21
Activity plans (#)	3	5	5
Permits (#)	116	113	113
Visitors services (8-hr. patrol)	220	318	361
Protection projects (#)	4	6	2

SOIL, WATER AND AIR MANAGEMENT

Objectives

The objectives of the soil, water and air management program are to:

- Provide management with baseline inventory data on soil and water resources including information on soil capabilities, suitabilities, behavior and use limitations;
- Develop criteria and guidance for mitigating measures required so that forest resource utilization and development will not unnecessarily reduce soil productivity and water quality;
- Provide management with information on air quality, climatology and meteorology;
- Monitor water and air quality (i.e., acid rain, visibility) and evaluate conditions to ensure that Bureau activities and non-Bureau activities are not negatively impacting water or air quality; and
- Take necessary actions to ensure activities are in compliance with National and State laws and regulations.

1989 program

The 1989 Estimate is $704,000 and 13 FTE. The aim of this program is to fulfill provisions of the O&C Act which requires management of O&C lands for permanent forest production, including protection of watersheds and regulation of stream flow. The Bureau is also guided by Executive Order 12088, and is actively involved in Federal and State programs for smoke management, for acid rain monitoring, and for non-point source water quality problem identification and monitoring.

The benefits of the program accrue mainly to the resources and include:

- Maintaining and increasing the soil's capability to produce timber and related products;

- o Ensuring that timber sale plans and sites are in compliance with relevant laws and regulations; and

- o Maintaining site productivity through on-site water management and design of water control facilities, i.e., bridges and culverts, so as not to jeopardize the forest road system.

The emphasis in the 1989 workload will be on program support for development of western Oregon Resource Management Plans (RMPs) for the 1990s.

O&C Soil, Water and Air Workload Accomplishments

The planned workload accomplishments for 1987, 1988 and the 1989 Base and Estimate levels are as follows:

Workload Measure	1987 Actual	1989 Enacted	1989 Base and Estimate
Activity plans (#)	4	2	2
Soil surveys (000's acres)	42	82	91
Water right documentation (#)	4	1	2
Air monitoring (# stations)	6	6	6
Watershed monitoring (# stations)	45	42	45
Watershed improvements (#)	22	23	22

WILDLIFE HABITAT MANAGEMENT

Objectives

The objectives of the wildlife habitat management program are to:

- o Improve anadromous fisheries habitat;

- o Comply with the Endangered Species Act (ESA) by implementing stipulations to avoid impacts of proposed actions on threatened or endangered (T/E) species. This will be completed within 4 months of the initial determination that a proposed action may affect any T/E species;

- o Comply with section 7 of the ESA by completing consultation with the Fish and Wildlife Service (FWS) within 6 months of the initial determination that an action may affect any T/E species;

- o Comply with the ESA to aid in the recovery of T/E species; and,

- o Comply with Executive Order No. 11990 by developing stipulations, mitigation, or other procedures for minimizing or avoiding adverse impacts of proposed actions on wetland or riparian habitat.

Base program

The base program is $1,177,000 and 21 FTE. The BLM wildlife habitat management program maintains and improves wetland, riparian, aquatic, and terrestrial habitats for fish and wildlife species and T/E plant and animal species occurring on the Public Lands in western Oregon.

One of the most valuable resources in western Oregon is its stream habitat for anadromous fish. In recent years, however, the production of wild coho salmon has declined. This has resulted in a shortened fishing season, adverse economic effect on commercial fisheries and coastal communities, and loss of sport fishing opportunities. In 1986 and 1987, BLM's western Oregon anadromous fish habitat improvement efforts were funded at $497,000. In 1988 and 1989 the planned funding level for this work is about $250,000. With these funds BLM has increased stream improvement projects, intensified monitoring studies, and initiated a planning effort on a 5-year program to improve stream habitat for anadromous fisheries.

The types of improvement projects include opening of blocked streams to mitigate effects of past timber harvesting practices and efforts to provide better spawning and rearing areas to improve fish survival rates. Specific practices include log jam removal, gravel for replacement in spawning areas, and placement of instream structures to enhance spawning and rearing areas, and to improve fish passage. These efforts are also part of BLM's role in an interagency cooperative effort with the State Coho Salmon Enhancement Program.

Benefits of the wildlife habitat management program include providing wildlife habitat for a variety of consumptive and nonconsumptive uses by the general public. The wildlife program provides the timber management program with the required biological expertise to implement Federal laws such as the ESA, Sikes Act, Migratory Bird Treaty Act, and the Wetlands and Water Quality Executive Orders, and thus, facilitate an orderly, effective and environmentally sound timber management program. Inventories are conducted to identify and quantify the habitat of terrestrial, aquatic, wetland, and T/E species, into various condition classes and needs. Research is conducted on species such as the spotted owl, to facilitate overall management of the western Oregon forests. The base funding level is adequate to continue spotted owl research. Monitoring of such species is also done to determine if management actions are producing the intended results.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	1,177	977	-200
(FTE)	(21)	(18)	(-3)

A decrease of $200,000 and 3 FTE is proposed for 1989. This will be accomplished by a reduction in inventory efforts and a reduction and deferral of project development (7 projects) and maintenance (8 projects). The 1989 Estimate level includes funding for the 5-year program to improve stream habitat for anadromous fish at a level of $250,000, the same as 1988. This level should be sufficient to fund approximately 8 projects. The 1989 Estimate level will also fund the highest priority portion of ongoing spotted owl monitoring work at the District level. Funding would not be available to continue cooperative monitoring programs with Oregon State University and the U.S. Forest Service, causing a deferral of these monitoring activities.

O&C Wildlife Habitat Workload Accomplishments

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	22	27	25	15	-10
Activity plans (#)	5	8	---	---	---
Monitoring (# plans monitored)	145	109	109	109	---
Development projects (#)	18	15	15	8	-7
Maintenance projects (#)	29	27	27	19	-8

Distribution of change by object class

The object class detail for the proposed decrease of $200,000 and 3 FTE is as follows:

	FTE	Amount
Personnel compensation	3	$ 90,000
Personnel benefits		18,000
Other services		72,000
Supplies and materials		10,000
Equipment		10,000
Total		$200,000

Activity Summary

Activity: Planning and Data Management

(Dollar amounts in thousands)

Subactivity	1987 Actual B.A.	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from Base
Planning	463	482	482	3,415	+2,933
Data Management	490	1,211	1,209	416	-793
Total	953	1,693	1,691	3,831	+2,140

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Planning

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
$	482	482	3,415	+2,933	+2,933
(FTE-T)	(5)	(5)	(41)	(+36)	(+36)

Objectives

The objectives of the planning program in western Oregon are to:

- Develop land use plans that allocate land uses, timber resources, and other resources to meet the legal mandates of the O&C Act, FLPMA, and other applicable Federal laws, executive orders, policies, and national program priorities, including maximum consistency with State and local land use and resource management plans, programs, and policies;

- Adjust land use allocation and management direction through land use plan amendments to respond to new issues, problems or opportunities that arise between the regularly scheduled (10-year) plan revision cycles;

- Maintain existing land use plans and supporting inventories by incorporating available information from timber sales, ongoing environmental analyses, and public input; and,

- Provide an effective and efficient forum for public input into management decisions to balance resource capabilities, national guidance, regional and local concerns.

Base program

The base program for planning is $482,000 and 5 FTE. Land use planning is mandatory on all Public Lands and is an integral part of decadal recomputation of allowable timber harvest levels for western Oregon lands.

BLM planning regulations and policy require a full interdisciplinary team for the entire sequence of steps in the planning process. The composition of the team is determined by the District Manager after receiving public input on planning issues. The process requires skills and expertise in forestry, botany, wildlife, biology, soils science, hydrology, geology, recreation management, landscape architecture, archaeology, public participation techniques, computer programming, and cartography. The District Managers and involved Area Managers are committed to the development of planning criteria, proposed alternatives, and selection of the preferred alternative(s). State office staff specialists provide guidance, quality reviews, and technical support. The State Director and appropriate State office staff specialists are involved in the selection of the preferred alternative, and the State Director must concur with the final planning decision.

The following table displays the status of current western Oregon planning and environmental impact statement preparation.

Plan Name	Plan Status	EIS Status	Record of Decision
Westside Salem	MFP-completed 1979	Final 1981 (Timber)	9/83 (Timber)
Eastside Salem	MFP-completed 1982	Final 1983 (Timber)	9/83 (Timber)
Eugene	MFP-completed 1982	Final 1983 (Timber)	9/83 (Timber)
Roseburg	MFP-completed 1982	Final 1983 (Timber)	9/83 (Timber)
Josephine	MFP-completed 1978	Final 1979 (Timber)	
Jackson/Klamath	MFP-completed 1977	Final 1978 (Timber)	
	Range Revision to MFP-completed 1982	Final 1983 (Range)	9/84 (Range)
Medford	MFP-amended 1985	Final 1985 (Timber) Supplement	11/85 (Timber)
Southcoast/Curry	MFP-completed 1979	Final 1981 (Timber)	4/83 (Timber)

In 1987, the Bureau received a $300,000 increase to facilitate resource and land-use data input for the Geographic Information System related to the initiation of a new western Oregon resource management plans (RMP's). In 1988, work is being focused on the initiation of the new RMP's that will ultimately provide land-use and other parameters for the 1990 decadal timber management plans. The RMP's are scheduled for completion by the end of 1990. At the base funding level, however, it would be necessary to delay the completion of these documents and the associated decadal plans by at least 1 year.

The complex issues associated with RMP development require the application of current technology, not only to meet the planning schedule of completion by 1990, but also to evaluate an enormous quantity of technical resource data and to assist managers in the resource allocation process for the various alternative management scenarios involved.

The Western Oregon Digital Data Base (WODDB) and GIS systems provide the technical capability to digitize and map on a computer system complex and diverse resource information. This information is stored so that it can be retrieved for later evaluation, analysis, and application (e.g. the examination of alternative resource allocation decisions, and the potential impacts or consequences of these choices in the RMP).

Increase from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	482	3,415	+2,933
(FTE)	(5)	(41)	(+36)

The proposed increase of $2,933,000 and 36 FTE is needed to maintain the schedule of completing the RMP's and corresponding decadal timber management plans by 1990 in all 5 Western Oregon Districts. The increase will fund the

time and travel of existing resource specialists, planners, and line managers which is specifically devoted to developing the RMP's for each District by the 1990 deadline. The increase also includes augmentation of existing staff by hiring additional employees in needed skills (e.g. writer-editor), and for contract services (e.g. document production and printing). Public sensitivity concerning natural resource issues is extremely high in Oregon, and the development of the decadal timber plans is considered to be a major action which will draw substantial public attention. Numerous meetings and working sessions for public involvement in RMP development are expected to be held, and considerable effort in coordination of plans with interested groups, other governmental agencies, and industry representatives is expected.

Distribution of change by object class

The object class detail for the proposed increase of $2,933,000 and 36 FTE is as follows:

	FTE	Amount
Personnel compensation	36	$1,080,000
Personnel benefits		216,000
Travel & transportation of persons		50,000
Transportation of things		50,000
Communications, utilities and miscellaneous charges		50,000
Printing and reproduction		450,000
Other services		937,000
Supplies and materials		100,000
Total		$2,933,000

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Data Management

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
$	1,211	1,209	416	-795	-793
(FTE-T)	(9)	(9)	(5)	(-4)	(-4)

Objective

The objective of the data management program is to provide for the continued development and operation of an automated data information system in an effective and efficient manner to support the Bureau's management program in western Oregon.

Base program

The 1988 Base level is $1,209,000 and 9 FTE. Several data bases are being maintained in support of western Oregon resource management needs. The majority of these data bases relate directly to timber sales program actions.

Forest inventory and associated data are maintained and analyzed for trends on timber growth, yield, age and stocking, and are subsequently used to determine allowable cut levels for timber sales. Tree improvement data are maintained for BLM seed orchard, including progeny plantations. Data are maintained for genetically superior trees, orchard clones, progeny test sites, seed inventory, and pollen inventory. These data are eventually used in decisions relating to reforestation of harvested commercial forest land. In-place inventory data bases and maintained to identify forest changes and to track silvicultural treatments and accomplishments for both reforestation and intensive management practices.

Timber sale data are maintained to appraise the value of timber offered for sale. The data are continuously analyzed to predict sale values and changes in market conditions. The data provide monitoring of sales to small and large businesses for set-aside sales through Small Business Administration requirements. Active timber sale contract data are maintained for the purpose of predicting O&C receipts and payments to the counties under the O&C formula. The collection and retrieval of the data is funded from the forest management subactivity while the operation and maintenance of data systems is funded by this subactivity.

In 1987, the O&C data management effort to support preparation of new RMP's for western Oregon timber lands was initiated with an increase of $250,000 for purchase of ADP equipment for the Western Oregon Geographic Information System (GIS) and Western Oregon Digital Data Base (WODDB) development. In that same

year, $1,350,000 was appropriated to the Geological Survey (GS) to support the western Oregon GIS effort. GS subsequently transferred $1,074,000 to BLM for the completion of base maps and to begin the digitizing of resource overlays that will eventually be used in developing the new resource management plans. It is anticipated that the developmental phase of the western Oregon GIS system will be completed by the end of 1988. In 1989 the focus will be the actual use of the GIS system to provide indepth analysis of land-use alternatives.

ADP systems for western Oregon have been designed through a coordinated effort of users and computer systems specialists. A combination of expertise is required, including technical expertise in the subject matter field -- inventory foresters, silviculturists, geneticists, biometricians, and timber appraisal specialists. Also needed is the ADP technical expertise -- programmers, computer specialists, and systems analysts.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	1,209	416	-793
(FTE)	(9)	(5)	(-4)

The proposed decrease of $793,000 and 4 FTE reflects the fact that the developmental phase of the Western Oregon GIS will be completed in 1988. The emphasis in 1989 will be the use of the system that has already been developed.

Therefore, funding for this program, can be decreased and emphasis will be shifted to the development and preparation of the RMPs, which is funded under the planning subactivity.

Distribution of change by object class

The object class detail for the proposed decrease of $793,000 and 4 FTE is as follows:

	FTE	Amount
Personnel compensation	4	$120,000
Personnel benefits		24,000
Other services		649,000
Total		$793,000

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Oregon and California Grant Lands

Object Class		1989 Base FTE	1989 Base Amount	1989 Estimate FTE	1989 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11.	Personnel compensation:						
11.1	Permanent positions	889	26554	901	26509	12	-45
11.3	Positions other than permanent	169	2616	171	2610	2	-6
11.5	Other personnel compensation 1/	(31)	705	(31)	705	---	0
11.8	Special personal services payments		38		38	0	0
	Total personnel compensation	1058	29913	1072	29862	14	-51
	Other Objects						
12.1	Personnel benefits		2973		3937		964
21.1	Travel and transportation of persons		675		675		0
22.0	Transportation of things		2320		2220		-100
23.2	Rental payments to others		350		340		-10
23.3	Communications, utilities, and miscellaneous charges		710		710		0
24.0	Printing and reproduction		200		200		0
25.0	Other services		16217		13716		-2501
26.0	Supplies and materials		3000		2800		-200
31.0	Equipment		2225		2500		275
32.0	Lands and structures		500		474		-26
	Total Requirements		59083		57434		-1649

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Program and Financing (in thousands of dollars)

Identification code 14-1116-0-1-302	19 87 actual	19 88 estimate	19 89 estimate
Program by activities:			
00.01 Construction and acquisition	515	853	450
00.02 Maintenance	4,273	3,892	3,677
00.03 Renewable resources management	49,598	52,037	49,476
00.04 Planning and data management	946	1,693	3,831
10.00 Total obligations	55,333	58,475	57,434
Financing:			
17.00 Recovery of prior year obligations	-1,245	---	---
21.40 Unobligated balance available, start of year	-863	-2,430	-2,430
24.40 Unobligated balance available, end of year	2,430	2,430	2,430
25.00 Unobligated balance lapsing	163	---	---
40.00 Budget authority (appropriation)	55,818	58,475	57,434
Relation of obligations to outlays:			
71.00 Obligations incurred, net	55,332	58,475	57,434
72.40 Obligated balance, start of year	13,190	12,704	15,203
74.40 Obligated balance, end of year	-12,704	-15,203	-17,973
78.00 Adjustments in unexpired accounts	-1,245	---	---
90.00 Outlays	54,573	55,976	54,664
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code 14-1116-0-1-302		19 87 actual	19 88 estimate	19 89 estimate
	BUREAU OF LAND MANAGEMENT			
	Personnel compensation:			
11.1	Full-time permanent	25,443	25,925	26,413
11.3	Other than full-time permanent	2,551	2,553	2,600
11.5	Other personnel compensation	743	700	700
11.8	Special personal services payments	38	38	38
11.9	Total personnel compensation	28,775	29,216	29,751
12.1	Civilian personnel benefits	4,011	3,856	3,927
21.0	Travel and transportation of persons	614	650	650
22.0	Transportation of things	2,300	2,300	2,200
23.2	Rental payments to others	370	350	340
23.3	Communications, utilities, and miscellaneous charges	707	700	700
24.0	Printing and reproduction	129	200	200
25.0	Other services	13,339	15,303	13,716
26.0	Supplies and materials	2,994	3,000	2,800
31.0	Equipment	1,458	2,000	2,500
32.0	Land and structures	387	500	250
42.0	Insurance claims and indemnities	12	---	---
99.0	Subtotal, Bureau of Land Management	55,096	58,075	57,034

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GPO : 1981 O - 341-526 (6500)

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code 14-1116-0-1-302		19 87 actual	19 88 estimate	19 89 estimate
	FEDERAL HIGHWAY ADMINISTRATION			
	Personnel compensation:			
11.1	Full-time permanent	92	95	96
11.3	Other than full-time permanent	8	10	10
11.5	Other personnel compensation	3	5	5
11.9	Total personnel compensation	103	110	111
12.1	Civilian personnel benefits	5	10	10
21.0	Travel and transportation of persons	24	25	25
22.0	Transportation of things	10	20	20
23.3	Communications, utilities, and miscellaneous charges	10	10	10
24.0	Printing and reproduction	1	---	---
31.0	Equipment	62	---	---
32.0	Land and structures	22	225	224
99.0	Subtotal, Federal Highway Administration	237	400	400
99.9	Total obligations	55,333	58,475	57,434
	Obligations are distributed as follows:			
	Interior--Bureau of Land Management	55,096	58,075	57,034
	Transportation--Federal Highway Administration	237	400	400
		(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5) (Mono cast: 4.9)

GPO : 1981 0 - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
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300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Personnel Summary

Identification code 14-1116-0-1-302	19 87 actual	19 88 estimate	19 89 estimate
BUREAU OF LAND MANAGEMENT			
Total number of full-time permanent positions	886	889	901
Total compensable workyears:			
Full-time equivalent employment	1,043	1,058	1,072
Full-time equivalent of overtime and holiday hours	31	31	31
Average GS grade	9.30	9.30	9.30
Average GS salary	28,417	28,843	28,987
Average salary of ungraded positions	29,014	29,499	29,596
FEDERAL HIGHWAY ADMINISTRATION			
Total number of full-time permanent positions	3	3	3
Total compensable workyears: Full-time equivalent employment	4	4	4
Average GS grade	9.30	9.30	9.30
Average GS salary	28,417	28,843	28,987
Average salary of ungraded positions	29,014	29,499	29,596
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

(TO : 1981 O - 341-526 (6500))

RANGE IMPROVEMENTS

Appropriation: Range Improvements

This appropriation is derived from a portion of grazing fees and certain mineral leasing receipts collected during the previous year. Fifty percent of the grazing fees from the Public Lands and Bankhead-Jones Farm Tenant Act lands and mineral leasing receipts from the Farm Tenant Act lands are available for appropriation. When appropriated, these funds are used for the construction of physical improvements and for implementation of practices or treatments to rehabilitate, protect, or improve the public rangelands.

In 1986 the Secretary of Interior announced a decision to continue using the Public Rangeland Improvement Act (PRIA) formula as identified in Executive Order (E.O.) 12548 to determine fees for domestic livestock grazing on public rangelands. The formula is dependent on current economic factors including prices paid and prices received; however, E.O. 12548 provides that the fee shall not be less than $1.35 per animal unit month (AUM). In the fall of 1987, the Secretary's decision was reviewed in Natural Resources Defense Council v. Lyng, et. al., Civil Action No. S-86-0548 EJD (E.D. Cal. 1987). The court upheld the Secretary's decision but ordered the Secretary to comply with procedures for adopting rules specified in the Administrative Procedures Act. The final rulemaking on fee calculations was published in the Federal Register on February 2, 1988.

The 1989 President's Budget has been prepared using the assumption that the grazing fee would continue to be $1.35 per animal unit month (AUM). However, subsequent to the preparation of the President's Budget materials and to publication of the new fee calculation rules, the Secretary announced that the grazing fee for the grazing year beginning on March 1, 1988 will be $1.54 per AUM. This increase will affect the 1989 "Range Improvement" account level, since 50% of fees collected between March 1 and September 30, 1988 are available for appropriation in 1989 to "Range Improvements". The higher fee is not considered in the following description.

Appropriation Language Sheet

Range Improvements

For rehabilitation, protection, and acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701), nothwithstanding any other Act, sums equal to 50 per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.) [but not less than $8,506,000(43 U.S.C. 1901),] and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, but not less than $8,506,000, to remain available until expended: Provided, That not to exceed $600,000 shall be available for administrative expenses.

(7 U.S.C. 1010; 30 U.S.C. 355; 43 U.S.C. 1751, and 1901; Department of the Interior and Related Agencies Appropriations Act, 1988.)

Justification of Proposed Language Change

Range Improvements

1. Change: "but not less than $8,506,000."

The above phrase is moved to a new location in the sentence to provide editorial clarity to the intent and historical interpretation of the appropriation language.

Appropriation Language Citations

Range Improvements

Appropriation language and citations:

1. "For rehabilitation, protection, acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701),"

43 U.S.C. 1751

43 U.S.C. 1751 provides for moneys received by the United States as fees for grazing domestic livestock on public lands to be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements, including, but not limited to, seeding and reseeding, fence construction, weed control, water development, and fish and wildlife habitat enhancement.

2. "Notwithstanding any other Act, sums equal to fifty per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.),"

43 U.S.C. 1751

43 U.S.C. 1751 provides that 50 per centum of all moneys received by the United States as fees for grazing domestic livestock on public lands under the Taylor Grazing Act (48 Stat. 1269; 43 U.S.C. 315, et seq.) and the Act of August 28, 1937 (50 Stat. 874; 43 U.S.C. 1181(d)) and on lands in National Forests in the 11 contiguous Western States shall be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements.

3. "and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law,"

7 U.S.C. 1010
E.O. 10046; 10175; 10234; 10322; 10787; 10890,
30 U.S.C. 355

7 U.S.C. 1010 provides that the Secretary of Agriculture is authorized and directed to develop a program of land conservation and land utilization in order to correct maladjustments in land use, and thus assist in controlling soil erosion, reforestation, preservation of natural resources, protecting fish and wildlife, developing and protecting recreational facilities, mitigating floods, preventing impairment of dams and reservoirs, conserving surface and subsurface moisture, protecting the watersheds of navigable streams, and protecting the public lands, health, safety, and welfare, but not to build industrial parks or establish private industrial or commercial enterprises.

Executive Orders 10046, et al. provide that the jurisdiction of the Secretary of Agriculture under the provision of section 32 of the Bankhead-Jones Farm Tenant Act is transferred from the Department of Agriculture to the Department of the Interior for use, administration, or exchange under the applicable provisions of the Taylor Grazing Act.

30 U.S.C. 355 provides that all mineral leasing receipts derived from leases issued under the authority of the Mineral Leasing Act for Acquired Lands (August 7, 1947) shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intention being that this act shall not affect the distribution of receipts pursuant to legislation applicable to such lands.

4. "to remain available until expended: Provided, that not to exceed $600,000 shall be available for administrative expenses."

The Department of the Interior and Related Agencies Appropriations Act, 1988, as included in Public Law 100-202, provides that the appropriation shall remain available until expended and that a maximum of $600,000 is available from this appropriation for BLM administrative expenses.

There is no specific authorizing legislation.

Summary of Requirements

(Dollar Amounts in Thousands)

APPROPRIATION: RANGE IMPROVEMENTS

	FTE-T	Amount	FTE-T	Amount
Appropriation currently available, 1988.....			120	8,506
1989 BASE BUDGET.....			120	8,506
Program Changes (Changes to base budget, detailed below).....				
TOTAL REQUIREMENTS (1989 estimate).....			120	8,506

Comparison by activities/ subactivities	1987 Actual		1988 Enacted to Date		1989 Base		1989 Estimate		Inc./Dec. from 1988		Inc./Dec. from 1989 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
1. Improvements to Public Lands.....	109	9401	104	6956	104	6956	104	6956	0	0	0	0
2. Farm Tenant Act (LU) Lands.....	15	725	16	950	16	950	16	950	0	0	0	0
3. Administrative Expenses.....	0	600	0	600	0	600	0	600	0	0	0	0
Total Requirements.....	124	10726	120	8506	120	8506	120	8506	0	0	0	0

Appropriation: Range Improvements

(Dollar amounts in thousands)

Program Elements		1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec.(-) from 1988	Inc. (+) Dec. (-) from Base
Improvements to Public Lands	$	6,956	6,956	6,956	---	---
	(FTE-T)	(104)	(104)	(104)	(---)	(---)
Farm Tenant Act (LU) Lands	$	950	950	950	---	---
	(FTE-T)	(16)	(16)	(16)	(---)	(---)
Administrative Expenses	$	600	600	600	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	8,506	8,506	8,506	---	---
	(FTE-T)	(120)	(120)	(120)	(---)	(---)

Authorization

43 U.S.C. 1751
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976 provides that 50 percent of grazing fees are appropriated for range betterment. Half the appropriated amount is to be spent within the same BLM district which generated the grazing receipts; the remaining half may be utilized as the Secretary directs.

Use of the appropriation is limited to on-the-ground rehabilitation, protection, and improvement of grazing lands. The policy is to fund project survey, design, and construction from this appropriation. Maintenance, environmental analysis, removal of excess wild horses and burros, and administrative activities such as issuing improvement permits are funded in the grazing management or other appropriate program elements in the "Management of Lands and Resources" (MLR) appropriation.

1/ Except for the status of the lands involved, there is no difference in the program and performance conducted under each activity. Therefore, the entire appropriation is covered with a single narrative justification.

30 U.S.C. 355	The Mineral Leasing Act for Acquired Lands of 1947 provides that "all receipts derived from leases issued under the authority of this chapter shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intent of this provision being that this chapter shall not affect the distribution of receipts pursuant to legislation applicable to such lands...."
43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for active management of public rangelands including regulation of livestock grazing and improvement of the productive capability of the public range.
43 U.S.C. 1901, 1905 P.L. 95-514	The Public Rangelands Improvement Act of 1978 provides for improving the condition of the public rangelands and provides for an appropriation of $10,000,000 per annum or 50 per centum of all moneys received as fees for grazing, whichever is greater, notwithstanding the level of grazing fees collected.
7 U.S.C. 1010, 1012-1013A P.L. 75-210	The Farm Tenant Act of 1937 ("Bankhead-Jones Act") provides for management of acquired farm tenant lands and construction and maintenance of range improvements.
E.O. 12548	Executive Order No. 12548 provides for establishment of appropriate fees for the grazing of domestic livestock on public rangelands. Provides further that the fee shall not be less than $1.35 per animal unit month.

Objective

The objective of the program is to improve public rangeland productivity for resultant benefits to livestock, wildlife, and watershed protection through the following activities:

- Construction and development of physical improvements specifically called for in existing activity plans for protection or improvement of rangeland conditions;
- Initiation on-the-ground improvements called for in new activity plans; and
- Construction and development of projects to prevent resource damage or relieve conflicts in resource use.

1989 Program

The 1989 Estimate for Range Improvements is $8,506,000 and 120 FTE.

Range improvements such as fences, water developments, seedings, weed control and vegetation treatment contribute to effective range management and are being used successfully to improve the soil, water and vegetative condition of the Nation's rangelands.

Section 401 of FLPMA directs that one-half of the Range Improvements appropriation be returned for use in the districts from which the fees were collected; the other half may be used for rangeland improvement practices as the Secretary directs. Current policy provides that all of the funds appropriated will be distributed for use in the districts from which the fees were collected in the same proportion as collections received.

These funds are used exclusively for on-the-ground improvements and directly related project costs. This allows for the maximum amount of improvement work to be accomplished with available funds. Most of the work is accomplished through contracts, but some work is done with in-house capability where it exists and factors, such as cost effectiveness, are favorable.

Land-use planning, including activity plans, provides the basis for determining needed improvements. These plans subsequently are analyzed to determine the costs and benefits of improvements and to determine appropriate schedules for construction/development. After the preliminary work is accomplished using MLR benefiting activity funding, the Range Improvements funds are expended on project implementation.

Rangeland users are encouraged to participate in rangeland improvement work by contributing funds or directly funding improvements identified through coordinated and cooperative management agreements. Under current policy, the Range Improvements appropriation is not used for maintenance. The individual, group, or association deriving the primary benefit(s) from a structural improvement is responsible for maintaining that improvement. Thus, livestock operators are responsible for the maintenance of those structural improvements primarily benefiting their livestock operations. Maintenance for which BLM retains responsibility, such as nonstructural improvements, is funded from the grazing management program in the "Management of Lands and Resources" appropriation. This policy allows for a greater proportion of the Range Improvements appropriation to be used for on-the-ground improvements that have been proven successful in increasing the productivity of the rangelands.

The 1989 program will provide for the construction of 1,030 structural developments, and land or vegetative treatment of approximately 72,000 acres. Additionally, cooperative efforts between BLM, State and local agencies will provide for the control of noxious weeds at 87 sites on public lands.

Range Improvement Workload Accomplishment

The planned workload accomplishments for 1987, 1988, and the 1989 Base and Estimate funding levels are as follows:

Workload Measure	1987 Actual	1988 Enacted	1989 Base and Estimate
Structural developments (#)	1,100	1,030	1,030
Land/vegetation treatments (acres)	83,000	72,000	72,000
Weed Control projects (#)	59	87	87

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Range Improvements

Object Class		1989 Base FTE	1989 Base Amount	1989 Estimate FTE	1989 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11.	Personnel compensation:						
11.1	Permanent positions	102	2713	102	2726	0	13
11.3	Positions other than permanent	18	372	18	374	0	2
11.5	Other personnel compensation 1/	(9)	131	(9)	132	---	1
	Total personnel compensation	120	3216	120	3232	0	16
	Other Objects						
12.1	Personnel benefits		417		419		2
21.1	Travel and transportation of persons		160		160		0
22.0	Transportation of things		750		750		0
23.3	Communications, utilities, and miscellaneous charges		20		20		0
24.0	Printing and reproduction		1		1		0
25.0	Other services		953		944		-9
26.0	Supplies and materials		1289		1280		-9
31.0	Equipment		100		100		0
32.0	Lands and structures		1600		1600		0
	Total Requirements		8506		8506		0

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Program and Financing (in thousands of dollars)

Identification code 14-5132-0-2-302	1987 actual	1988 estimate	1989 estimate
Program by activities:			
00.01 Improvements to public lands	9,401	6,956	6,956
00.02 Farm tenant act lands	725	950	950
00.03 Administrative expenses	600	600	600
10.00 Total obligations	10,726	8,506	8,506
Financing:			
17.00 Recovery of prior year obligations	-449	---	---
21.40 Unobligated balance available, start of year	-2,082	-1,058	-1,058
24.40 Unobligated balance available, end of year	1,058	1,058	1,058
39.00 Budget authority	9,253	8,506	8,506
Budget authority:			
40.00 Appropriation (indefinite, special fund)	8,046	7,965	7,965
40.00 Appropriation (indefinite general fund)	1,207	541	541
43.00 Appropriation (adjusted)	9,253	8,506	8,506
Relation of obligations to outlays:			
71.00 Obligations incurred, net	10,726	8,506	8,506
72.40 Obligated balance, start of year	2,405	2,733	3,130
74.40 Obligated balance, end of year	-2,733	-3,130	-3,130
78.00 Adjustments in unexpired accounts	-449	---	---
90.00 Outlays	9,949	8,109	8,506
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GPO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
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300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENT
Personnel Summary

Identification code 14-5132-0-2-302	1987 actual	1988 estimate	1989 estimate
Total number of full-time permanent positions	105	102	102
Total compensable workyears:			
Full-time equivalent employment	124	120	120
Full-time equivalent of overtime and holiday hours	9	9	9
Average GS grade	9.30	9.30	9.30
Average GS salary	28,417	28,843	28,987

GPO : 1981 O - 341-526 (6500)

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SERVICE CHARGES, DEPOSITS,
AND FORFEITURES

Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)

This appropriation finances BLM's costs of performing specific applicant-initiated actions from deposits or service charges collected from the applicant and makes these funds available for use by BLM. The account, as established pursuant to the Federal Land Policy and Management Act (FLPMA) of 1976, provides some management flexibility in responding to externally-initiated applications and ensures the immediate availability of funds for public-demand work, such as rights-of-way processing and copying of official records. This flexibility and fund availability is particularly important given the unpredictability of the level of demand, timing and other factors associated with these actions.

Funds are expected to be deposited for processing rights-of-way (R/W) applications and monitoring construction and operations for about 75 major rights-of-way projects including oil and gas pipelines, electric and other transmission lines, power plants, and water delivery systems. Processing costs of small R/W projects are provided to this appropriation through a fee schedule.

In addition to R/W processing, this appropriation also finances costs associated with the adopt-a-horse program, costs for rehabilitation of damaged lands and facilities, costs for processing specified categories of realty cases, costs of slash burning and timber contract extension expenses, and the costs of production, research time, and administrative services involved in providing copies of official public land records and documents requested by the public.

Appropriation Language Sheet

Service Charges, Deposits, and Forfeitures

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for costs of providing copies of official public land documents, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a), and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended: Provided, That notwithstanding any provision to the contrary of subsection 305(a) of the Act of October 21, 1976 (43 U.S.C. 1735(a)), any moneys that have been or will be received pursuant to that subsection, whether as a result of forfieture, compromise or settlement, if not appropriate for refund pursuant to subsection 305(c) of that Act (43 U.S.C. 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations Acts by the Secretary to improve, protect or rehabilitate any public lands administered through the Bureau of Land Management which have been damaged by the action of resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement: Provided further, That such moneys [are] collected from each such forfeiture, compromise, or settlement in excess of amounts needed to repair damage to the exact land for which collected may be used for other lands.

(43 U.S.C. 1719, 1734, 1735, and 1764; 30 U.S.C. 185; 87 Stat. 584; Department of the Interior and Related Agencies Appropriations Act, 1988.)

Justification of Proposed Language Change

Service Charges, Deposits, and Forfeitures

Addition: "Provided further, that such moneys [are] collected from each such forfeiture compromise, or settlement in excess of amounts needed to repair damage to the exact land for which collected [.] may be used for other lands."

The purpose of this provision is to further clarify the intent of the provisions added in the 1988 appropriation.

Appropriation Language Citations

Bureau of Land Management

Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)

"For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a) and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended." Provided, That notwithstanding any provision to the contrary of subsection 305(a) of the Act of October 21, 1976 (43 U.S.C. 1735(a)), any moneys that have been or will be received pursuant to that subsection, whether as a result of forfieture, compromise or settlement, if not appropriate for refund pursuant to subsection 305(c) of that Act (43 U.S.C. 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations Acts by the Secretary to improve, protect or rehabilitate any public lands administered through the Bureau of Land Management which have been damaged by the action of resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement: Provided further, That such moneys collected from each such forfeiture, compromise, or settlement in excess of amounts needed to repair damage to the exact land for which collected may be used for other lands.

43 U.S.C. 1719(b)
43 U.S.C. 1734(a)
43 U.S.C. 1734(b)
43 U.S.C. 1735(a)
43 U.S.C. 1737
43 U.S.C. 1764(g)
30 U.S.C. 185(1)
43 U.S.C. 1652

43 U.S.C. 1719(b) (FLPMA Section 209(b)) provides for conveyance of mineral interests upon payment of administrative costs and that the "moneys paid . . . for Administrative costs . . . shall be paid to the agency which rendered the service and deposited to the appropriation then current."

43 U.S.C. 1734(a) (FLPMA Section 304(a)) provides that "the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the public lands . . . ."

43 U.S.C. 1734(b) (FLPMA Section 304(b)) provides that "the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys...shall be deposited with the Treasury in a special account and are hereby authorized to be appropriated and made available until expended."

43 U.S.C. 1735(a) (FLPMA Section 305(a)) states that "...any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary; . . . or in contract involving present or potential damage to the public lands shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended..."

43 U.S.C. 1737 (FLPMA Section 307(c)) provides that "the Secretary may accept contributions or donations of money, services, and property, real, personal, or mixed, for the management, protection, development, acquisition, and conveying of the public land, including the acquistion of rights-of-way for such purposes . . . . Moneys received hereunder shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended, as the Secretary may direct, for payment of expenses incident to the function toward the administration of which the contributions were made and for refunds to depositors of amounts contributed by them in specific instances where contributions are in excess of their share of the cost."

43 U.S.C. 1764(g) (FLPMA Section 504(g)) provides for payment of rental fees for rights-of-way and for reimbursement of all reasonable administrative and other costs incurred in processing an application for a right-of-way and in inspection and monitoring of construction, operations, and termination of the facility pursuant to the right-of-way.

30 U.S.C. 185(1) states that "The applicant for a right-of-way shall reimburse the United States for administrative and other costs incurred in processing the application and the holder of a right-of-way, or permit shall reimburse.... for the costs incurred in monitoring the construction, operation, maintenance and termination of any pipeline and related facilities on such right-of-way..."

43 U.S.C. 1652(c) provides for the cost recovery provision of the Mineral Leasing Act to apply to rights-of-way, leases, permits and other authorizations issued pursuant to this title.

Summary of Requirements

(Dollar Amounts in Thousands)

APPROPRIATION: SERVICE CHARGES, DEPOSITS, AND FORFEITURES (INDEFINITE)

	FTE-T	Amount	FTE-T	Amount
Appropriation currently available, 1988			91	6,600
1989 BASE BUDGET			91	6,600
Program Changes (Changes to base budget, detailed below)			-10	-600
TOTAL REQUIREMENTS (1989 estimate)			81	6,000

Comparison by activities/ subactivities	1987 Actual FTE-T	1987 Actual Amount	1988 Enacted FTE-T	1988 1/ to Date Amount	1989 Base FTE-T	1989 Base Amount	1989 Estimate 1/ FTE-T	1989 Estimate 1/ Amount	Inc./Dec. from 1988 FTE-T	Inc./Dec. from 1988 Amount	Inc./Dec. from 1989 Base FTE-T	Inc./Dec. from 1989 Base Amount
Rights-of-Way Processing	24	876	24	2100	24	2100	19	1700	-5	-400	-5	-400
Adopt-a-Horse Program	0	213	0	500	0	500	0	400	0	-100	0	-100
Repair of Damaged Lands	3	404	5	650	5	650	5	650	0	0	0	0
Cost Recoverable Realty Cases	2	59	5	150	5	150	5	150	0	0	0	0
Timber Contract Expenses	11	1610	8	1500	8	1500	7	1400	-1	-100	-1	-100
Copy Fees	0	0	49	1700	49	1700	45	1700	-4	0	-4	0
Total Requirements	40	3162	91	6600	91	6600	81	6000	-10	-600	-10	-600

1/ This is an indefinite appropriation based upon receipts actually collected during the fiscal year. Actual Budget Authority will depend upon the level of receipts actually collected for each program activity.

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Rights-of-Way Processing

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
$	2,100	2,100	1,700	-400	-400
(FTE-T)	(24)	(24)	(19)	(-5)	(-5)

Authorization

43 U.S.C. 1734, 1764 P.L. 94-579	The Federal Land Policy and Management Act of 1976 authorizes collection of service charges and deposits to finance the costs of certain right-of-way application and permitting activities.
30 U.S.C. 185 P.L. 93-153	The Trans-Alaska Pipeline Act of 1973 (Section 101) amended the Mineral Leasing Act of 1920 to authorize rights-of-ways for oil, gas, and other fuels. It further authorized the Secretary to issue rights-of-way and other land use authorizations related to the Trans-Alaska Pipeline. Rights-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.
15 U.S.C. 719 P.L. 94-586	The Alaska Natural Gas Transportation Act of 1976 authorizes the granting of certificates, rights-of-way permits, and leases.
42 U.S.C. 4321, 4331-4335, 4341-4347 P.L. 91-190	The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

Objectives

The objectives of this activity are as follows:

- Facilitate production and transportation of domestic energy resources; and
- Expedite the granting of all rights-of-way (R/W's) by processing applications, issuing permits, and monitoring construction involved with the operation and termination of cost recoverable R/W's over public lands (as authorized by the Federal Land Policy and Management Act of 1976 (FLPMA) and the 1973 amendment to the Mineral Leasing Act of 1920 (MLA)).

Base program

The 1989 Base level for cost reimbursable rights-of-way processing is $2,100,000 and 24 FTE.

The Bureau's total rights-of-way program effort is funded through a combination of applicant deposits made to this indefinite appropriation and the directly appropriated funds in the "Management of Lands and Resources" (MLR) appropriation. A more complete description of the relationships between these two funding sources and the total R/W program is given in the Realty Operations Subactivity portion of the MLR account.

BLM obtains deposits of funds in advance of Bureau work from R/W applicants and grant holders. Depending on the type and size of the project, the fee is set by a fee schedule or is based on actual costs. For FLPMA cases actual cost fees are collected for all cases expected to cost over $1,200 with a fee schedule used for smaller cases. For MLA cases the current break point for the method of collection is $5,000. Regulations are being prepared in 1989 to make the MLA break point similar to that of FLPMA, and should be implemented in 1990. The funds collected are deposited into this account, are immediately appropriated, and become available for use by BLM to perform the work to process the application. Only those costs incurred as a direct result of the filing of an application or the issuance of a R/W grant, and which directly facilitate processing, monitoring or termination of such are charged against the individual project.

New regulations, which became effective in August, 1987, establish a cost recovery fee schedule that more completely recovers the full costs of processing the minor or smaller types of R/W's, under both FLPMA and MLA authority. Also, these regulations outline more precisely the effects of the reasonableness criteria stated in FLPMA for cost recoverable funding. Implementation of these changes will permit a larger portion of the processing costs of R/W cases to be covered by the applicant and thus funded through the "Service Charges, Deposits, and Forfeitures" appropriation.

At the Base level, Bureau work effort on an estimated 2,675 cases would be funded either fully or partially by reimbursement from the applicant. The remaining cases are those which are not cost reimbursable by statutory provision; and work on these cases is funded fully through the MLR appropriation. Only a portion of processing costs for the FLPMA cases is recoverable under the new regulations due to the reasonableness criteria contained in section 304(b) of FLPMA. The non-recoverable portion of BLM's processing costs is funded by the MLR appropriation.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	2,100	1,700	-400
(FTE)	(24)	(19)	(-5)

The decrease of $400,000 and 5 FTE results from a projected general decline of

applications for both MLA and FLPMA rights-of-way cases. This decline in applications (about 300 fewer than 1988) will result in decreased receipts from the fee structure cases. Therefore $400,000 and 5 FTE will not be available in this program.

Distribution of change by object class

The object class detail for the proposed decrease of $400,000 and 5 FTE is as follows:

	FTE	Amount
Personnel compensation	5	$150,000
Personnel benefits		30,000
Travel and transportation of persons		20,000
Transportation of things		35,000
Communications, utilities & miscellaneous changes		30,000
Other services		100,000
Supplies and materials		25,000
Equipment		10,000
Total		$400,000

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Adopt-a-Horse Program

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
$	500	500	400	-100	-100
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Authorization

43 U.S.C. 1732, 1734 P.L. 94-579	The Federal Land Policy and Management Act (FLPMA) of 1976 authorizes collection of service charges to finance the costs of certain applicant activities.
16 U.S.C. 1331-1340 P.L. 92-195	The Wild Free-Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Improvement Act (PRIA) of 1978, P.L. 95-514, authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the government.
43 U.S.C. 1901 et seq. P.L. 95-514	The Public Rangelands Improvement Act (PRIA) of 1978 establishes the policy of improving the Federal rangeland conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

Objectives

The objectives of the Adopt-a-Horse Program are to:

- Provide for the adoption of excess wild horses and burros by qualified private parties under cooperative agreements; and
- Recover a part of the associated veterinary, transportation, and animal maintenance costs from persons adopting the animals.

Base program

The Base level for the Adopt-a-Horse program is $500,000.

BLM charges standard fees for the adoption of wild horses and burros to partially offset costs of operating the adoption program. These fees are deposited into this account, are immediately appropriated, and become available for use by BLM to conduct the program.

Standard adoption fees paid to BLM by adopters of wild horses and burros are set at $125 per horse and $75 per burro. However, if the Bureau is to meet its goal of adopting 9,000 animals in 1989, these fees will have to be reduced or waived in many cases. For this estimate it was assumed that 4,000 horses would be adopted at an average fee of about $81, and 1,000 burros would be adopted at the full fee level. The use of these funds partially offsets BLM's costs to transport the excess animals from the BLM facility where the animals are prepared for adoption to other facilities where the animals are held pending adoption.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	500	400	-100
(FTE)	(---)	(---)	(---)

The decrease of $100,000 is projected as a result of fewer adoptions occuring within the MLR appropriation.

Distribution of change by object class

	Amount
Transportation of things	$100,000
Total	$100,000

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Repair of Damaged Lands

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
$	650	650	650	---	---
(FTE-T)	(5)	(5)	(5)	(---)	(---)

Authorization

43 U.S.C. 1735
P.L. 94-579

The Federal Land Policy and Management Act of 1976, (section 305) authorizes collection for damages, forfeiture of performance bonds, and receipt of deposits to finance the costs of certain land restoration activities.

Objectives

The objectives of this activity are to:

- Rehabilitate lands damaged by users who have not fulfilled the requirements of contracts or permits for which performance bonds were posted;
- Rehabilitate lands damaged in the course of unauthorized activities (e.g., trespass); and
- Rehabilitate lands damaged by authorized users who make repair payments in lieu of performing actual repair.

1989 program

FLPMA authorizes the collection of deposits and, in certain circumstances, requires the posting of performance bonds by resource developers, purchasers, or permittees. It further authorizes the use of those funds for rehabilitation made necessary by actions of those users. By amendment, the funds are available to be expended to improve, protect or rehabilitate any Public Lands where the amounts collected are in excess of the amount needed to repair damage to the exact land for which collected. The amount estimated to be available for repair of damaged lands and facilities in 1989 is $650,000 and 5 FTE.

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Cost Recoverable Realty Cases

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
$	150	150	150	---	---
(FTE-T)	(5)	(5)	(5)	(---)	(---)

Authorization

43 U.S.C. 1719, 1732, 1745 P.L. 94-579	The Federal Land Policy and Management Act of 1976 authorizes collection of service charges and permitting deposits to finance the costs of certain application processing activities.

Objective

The objective of this program is to:

- Process certain types of realty cases on a cost recoverable basis from the applicants, as authorized by FLPMA.

1989 program

This program provides for performance of certain realty services by BLM on a cost-recoverable basis. Persons or institutions which desire these services deposit money with the Bureau in advance for performance of the specified work. These fees are deposited into this account, are immediately appropriated, and become available for use by BLM to perform the required work. These services are as follows:

Expenses, Conveyance of Federally-Owned Mineral Interests. Funds received from applicants for conveyance of mineral interests under section 209 of FLPMA are used to cover administrative costs, including costs of conducting an exploratory program, to determine whether and what kind of mineral deposits are under the land, evaluating the data obtained under the exploratory program to determine the fair market value of the mineral interests to be conveyed, and preparing and issuing the conveyance documents.

Expenses, Recordable Disclaimers of Interest. Funds received from applicants for recordable disclaimers of interest under section 315 of FLPMA are used to cover administrative costs. These costs include determining whether the United States has an interest in the land, determining whether the land boundaries have changed due to riparian boundary changes, preparing the Riparian Specialist's report, and preparing and issuing the document of disclaimer.

Expenses, Leases, Permits, and Easements. Funds received from applicants for land use authorizations under section 302(b) of FLPMA are used to cover administrative costs which include, but are not limited to, costs of processing the application, monitoring construction, operation, and maintenance of authorized facilities, and monitoring rehabilitation and restoration of the land.

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Timber Contract Expenses

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
$	1,500	1,500	1,400	-100	-100
(FTE-T)	(8)	(8)	(7)	(-1)	(-1)

Authorization

43 U.S.C. 1732, 1734 P.L. 94-597	The Federal Land Policy and Management Act (FLPMA) of 1976 authorizes the collection of service charges to finance the costs of certain applicant activities.

Objective

The objective of this program is to:

- Provide funds for the Bureau to perform certain work required by the timber sale contract, such as slash disposal, when the purchaser elects to make payment in lieu of performing the work.

Base program

The Base level for timber contract expenses is $1,500,000 and 8 FTE. Most BLM timber sale contracts contain provisions which allow the purchaser to make cash payments to the Bureau in lieu of performing certain specified work. The Bureau then uses these funds to accomplish the required tasks. Most of the work involves performing timber sale slash disposal in western Oregon. It is estimated that funding from this appropriation will support slash disposal on approximately 6,000 acres. A description of the total western Oregon slash disposal program can be found in the forest development subactivity of the O&C appropriation.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	1,500	1,400	-100
(FTE)	(8)	(-7)	(-1)

A slight decrease in the number of timber operators selecting to use cash payment in lieu of performing slash disposal is projected for 1989 due to the overall improvement in economic situation in the timber industry. Consequently less money will be available for this program. A decrease of $100,000 and 1 FTE is projected for 1989.

Distribution of change by object class

	FTE	Amount
Personnel Compensation	1	$ 30,000
Personnel Benefits		8,000
Other Services		62,000
Total		$100,000

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Copy Fees

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
$	1,700	1,700	1,700	---	---
(FTE-T)	(49)	(49)	(45)	(-4)	(-4)

Authorization

43 U.S.C. 1732, 1734
P.L. 94-597

The Federal Land Policy and Management Act (FLPMA) of 1976 authorizes the collection of service charges to finance the costs of certain activities.

Objective

The objective of this program is to:

- Cover the costs of providing copies of Bureau documents to industry, user organizations and the general public.

1989 program

The BLM is the custodian of the official public land records of the United States. Some of these records date back to the very beginnings of the Nation's independence. These records, especially the copies of patents (deeds) transferring ownership of public domain lands to private individuals and other non-Federal parties, are critical links in establishing a clear chain of title to the ownership of land today, both public and private lands. Equally important are copies of official cadastral survey plats and field notes, copies of use authorizations, reservations of easements and rights-of-way, serial register pages and master title plats. The Bureau also prepares and prints land status maps and other official documents of use to the public, industry and other groups.

The Bureau receives nearly 500,000 requests annually for copies of these official records. In this activity, the Bureau recovers the costs of providing copies of official records, including the time required to research old files and books for the correct documents, and costs of administrative processing of requests for such copies, to meet the needs requested by individuals, companies, and organizations outside of the Government. In 1989 the Bureau expects to provide over 4 million copies of official records and associated documents and will collect $1.7 million in fees. The increased emphasis on using ALMRS for case management work will enable the Bureau to respond to many information requests in a more efficient, effective, and less labor intensive manner.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Service Charges, Deposits, and Forfeitures

Object Class		1989 Base FTE	1989 Base Amount	1989 Estimate FTE	1989 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11.	Personnel compensation:						
11.1	Permanent positions	77	2314	69	2071	-8	-243
11.3	Positions other than permanent	14	381	12	340	-2	-41
11.5	Other personnel compensation 1/	(30)	511	(25)	457	(-5)	-54
	Total personnel compensation	91	3206	81	2868	-10	-338
	Other Objects						
12.1	Personnel benefits		517		462		-55
21.1	Travel and transportation of persons		200		200		0
22.0	Transportation of things		500		500		0
23.2	Rental payments to others		5		5		
23.3	Communications, utilities, and miscellaneous charges		5		5		0
24.0	Printing and reproduction		300		300		0
25.0	Other services		742		535		-207
26.0	Supplies and materials		1000		1000		0
31.0	Equipment		100		100		0
32.0	Lands and structures		25		25		0
	Total Requirements		6600		6000		-600

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Program and Financing (in thousands of dollars)

Identification code 14-5017-0-2-302		1987 actual	1988 estimate	1989 estimate
Program by activities:				
00.01	Rights-of-way processing	876	2,100	1,700
00.02	Adopt-a-horse program	213	500	400
00.03	Repair of lands and facilities	404	650	650
00.04	Cost recoverable realty cases	59	150	150
00.05	Timber contract expenses	1,610	1,500	1,400
00.06	Copy fees	---	1,700	1,700
10.00	Total obligations	3,161	6,600	6,000
Financing:				
17.00	Recovery of prior year obligations	-241	---	---
21.40	Unobligated balance available, start of year	-5,324	-7,289	-7,289
24.40	Unobligated balance available, end of year	7,289	7,289	7,289
40.00	Budget authority (appropriation)	4,885	6,600	6,000
Relation of obligations to outlays:				
71.00	Obligations incurred, net	3,161	6,600	6,000
72.40	Obligated balance, start of year	2,539	172	1,927
74.40	Obligated balance, end of year	-172	-1,927	-1,752
78.00	Adjustments in unexpired accounts	-241	---	---
90.00	Outlays	5,286	4,845	6,175
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GPO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Object Classification (in thousands of dollars)

Identification code 14-5017-0-2-302		19 87 actual	19 88 estimate	19 89 estimate
	Personnel compensation:			
11.1	Full-time permanent	1,051	2,314	2,071
11.3	Other than full-time permanent	173	381	340
11.5	Other personnel compensation	232	511	457
11.9	Total personnel compensation	1,456	3,206	2,868
12.1	Civilian personnel benefits	235	517	462
21.0	Travel and transportation of persons	81	200	200
22.0	Transportation of things	910	500	500
23.2	Rental payments to others	7	5	5
23.3	Communications, utilities, an miscellaneous charges	3	5	5
24.0	Printing and reproduction	11	300	300
25.0	Other services	353	742	535
26.0	Supplies and materials	84	1,000	1,000
31.0	Equipment	6	100	100
32.0	Land and structures	15	25	25
99.9	Total obligations	3,161	6,600	6,000

GPO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Personnel Summary

Identification code 14-5017-0-2-302	1987 actual	1988 estimate	1989 estimate
Total number of full-time permanent positions	34	77	69
Total compensable workyears:			
Full-time equivalent employment	40	91	81
Full-time equivalent of overtime and holiday hours	16	30	25
Average GS grade	9.30	9.30	9.30
Average GS salary	28,417	28,843	28,987

BLM-347

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(NO) : 1981 O - 341-526 (6500)

Appropriation: Miscellaneous Trust Funds (Indefinite)

This account includes two indefinite trust fund appropriations as follows:

Land and Resource Management Trust Fund - Monies are contributed by private entities or non-Federal organizations for: 1) resource development, protection and management; 2) conveyance of lands omitted in original surveys; and 3) for public surveys requested by individuals.

Trustee Funds, Alaska Townsites - Monies are derived from the sale of Alaska town lots to non-natives and are available to cover the expenses of the sale and maintenance of townsites.

Appropriation Language Sheet

Miscellaneous Trust Funds

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

(43 U.S.C. 315h, 315i, 355, 759, 761, 775, 887, 1719, 1721, 1737; 48 Stat. 1224-36, 74 Stat. 506; Department of the Interior and Related Agencies Appropriations Act, 1988.)

Appropriation Language Citations

Bureau of Land Management

Appropriation: Miscellaneous Trust Funds

Appropriation language and citations:

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under Section 211(b) of that Act, to remain available until expended.

43 U.S.C. 315h	43 U.S.C. 1719
43 U.S.C. 315i	43 U.S.C. 1721
43 U.S.C. 355	43 U.S.C. 1737
43 U.S.C. 759	48 Stat. 1224-36
43 U.S.C. 761	74 Stat. 506
43 U.S.C. 775	P.L. 100-202
43 U.S.C. 887	

43 U.S.C. 315h, 315i provide for the Secretary of the Interior to accept contributions for administration, protection and improvement of grazing lands and for these funds to be deposited into the Treasury in a trust fund and permanently appropriated for use by the Secretary.

43 U.S.C. 355, repealed by FLPMA (1976), provided for the sale of town lots to non-Native Alaskans.

43 U.S.C. 759 provides for accomplishment of public surveys of whole townships through a trust fund; deposits for expenses deemed appropriate.

43 U.S.C. 761 provides for refunds from trust funds established in 43 U.S.C 759 of costs in excess of expenses.

43 U.S.C. 775 provides for costs of management of lands and for surveying federally controlled lands through a trust fund.

43 U.S.C. 887 provides for railroads to pay for surveys within their grants through trust funds.

43 U.S.C. 1719 provides for payment of administrative costs through a trust account for the conveyance of mineral interests.

43 U.S.C. 1721 provides for the donation of funds for surveys of omitted lands.

43 U.S.C. 1737 provides for funds contributed for 1) resource development, protection, and management, 2) conveyance of lands omitted in original surveys, and 3) public surveys requested by individuals to be placed in a trust account and to be available until expended.

48 Stat. 1224-36 provides for payments in advance for public surveys.

74 Stat. 506 provides for contributed funds to be used for maintenance of access roads and protection of public lands.

Public Law 100-202, Department of the Interior and Related Agencies Appropriations Act, 1988, provides the current appropriation of FLPMA-authorized contributions.

Summary of Requirements

(Dollar Amounts in Thousands)

APPROPRIATION: MISCELLANEOUS TRUST FUNDS (Indefinite)

	FTE-T	Amount	FTE-T	Amount
Appropriation currently available, 1988			29	700
ADJUSTMENTS TO BASE:			- 9	---
1989 BASE BUDGET			20	700
TOTAL REQUIREMENTS (1989 estimate)			20	700

Comparison by activities/ subactivities	1987 Actual FTE-T	1987 Actual Amount	1988 Enacted FTE-T	1988 1/ to Date Amount	1989 Base FTE-T	1989 Base Amount	1989 Estimate FTE-T	1/ 1989 Estimate Amount	Inc./Dec. from 1988 FTE-T	Inc./Dec. from 1988 Amount	Inc./Dec. from 1989 Base FTE-T	Inc./Dec. from 1989 Base Amount
1. Land and Resource Management Trust Funds	48	7237	29	699	20	699	20	699	-9	0	0	0
2. Trust Funds of Alaska Town Sites	0	3	0	1	0	1	0	1	0	0	0	0
Total Requirements	48	7240	29	700	20	700	20	700	-9	0	0	0
Current Appropriation (Indefinite)		(3)		(100)		(100)		(100)				
Permanent Appropriation (Indefinite)		(7237)		(600)		(600)		(600)				

1/ These appropriations are for indefinite amounts, and actual appropriations depend upon the amounts contributed or donated from non-Federal sources to accomplish work authorized to be performed by BLM under these authorities. Actual amounts will vary from estimates.

Appropriation: Miscellaneous Trust Funds (Indefinite)
Activities: Land and Resource Management Trust Fund and Trustee Funds, Alaska Townsites

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc. (+) Dec. (-) from 1988	Inc. (+) Dec. (-) from Base
$	700	700	700	---	---
(FTE-T)	(29)	(20)	(20)	(-9)	(---)

43 U.S.C. 1719, 1721
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976 provides for the acceptance of contributed money or services for: 1) resource development, protection and management; 2) conveyance of omitted lands to States or their political subdivisions; and 3) conducting public surveys requested by individuals; provided that estimated costs are paid prior to project initiation.

43 U.S.C. 315
P.L. 73-482

The Taylor Grazing Act of 1934, as amended, provides for acceptance of contributions for range improvement purposes.

43 U.S.C. 355

The Act of March 3, 1891, (Sec. 11) provided for the sale of town lots to non-Native Alaskans. This Act was repealed by FLPMA (1976). The Alaska townsite trustee funds authorized by 31 U.S.C. 1321 provide for survey and deed recordation of town lots occupied prior to FLPMA.

Objectives

- Provide for resource development, protection and management through the utilization of contributions of money and services; and
- Provide public surveys when estimated costs are contributed in advance.

FY 1989 program

LAND AND RESOURCE MANAGEMENT TRUST FUND

The 1989 Estimate is $699,000 and 20 FTE. This program provides for performance of certain cadastral surveys, conservation practices, and administrative actions by the BLM, financed by contributions of money from private individuals, companies, users organizations and other non-Federal agencies. Contributions must be received and deposited before the Bureau begins work on the project, and any monies remaining after completion of the project are returned to the contributor. In recent years, contributions for resource development,

protection and management have included such diverse projects as range improvements, ORV recreation area maintenance and protection of endangered species. The acceptance of contributions is authorized by Sections 211 (omitted lands) and 307(c) (studies, cooperative agreements, and contributions) of FLPMA (1976). Included in the 1989 program are estimated contributions received from the State of California Off-Highway Vehicle license ("green sticker") funds and used by BLM for the development, maintenance and operation of benefiting projects on BLM-administered Public Lands in the State of California.

Acceptance of contributions is also authorized by the Taylor Grazing Act, 43 U.S.C. 315 for rangeland improvements and by 43 U.S.C. 759, 760, 761, 775 and 887, for public surveys; and these contributions are permanently appropriated to the Secretary for such uses by those Acts.

TRUSTEE FUNDS, ALASKA TOWNSITES

The 1989 Estimate is $1,000.

Alaska town lot purchasers pay the cost of survey and deed recordation plus $25. (Native Alaskans are exempt from payment.) The sale of lots was originally authorized by the Act of March 3, 1891 which was repealed by FLPMA. The Comptroller General Opinion of November 18, 1935 and 31 U.S.C. 1321 authorize the trust funds. Currently, only lots occupied prior to the passage of FLPMA may be deeded to their occupants; all other lots are the property of the municipality. As a result, activity in this appropriation is extremely low.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Miscellaneous Trust Funds

Object Class	1989 Base FTE	1989 Base Amount	1989 Estimate FTE	1989 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11. Personnel compensation:						
11.1 Permanent positions	25	480	17	333	-8	-147
11.3 Positions other than permanent	4	203	3	141	-1	-62
11.5 Other personnel compensation		32		22	0	-10
Total personnel compensation	29	715	20	496	-9	-219
Other Objects						
12.1 Personnel benefits		83		58		-25
21.1 Travel and transportation of persons		200		200		0
22.0 Transportation of things		350		50		-300
23.2 Rental payments to others		5		2		-3
23.3 Communications, utilities, and miscellaneous charges		70		20		-50
24.0 Printing and reproduction		50				-50
25.0 Other services		1500		124		-1376
26.0 Supplies and materials		2003		150		-1853
31.0 Equipment		250				-250
32.0 Lands and structures		300				-300
Total Requirements		5526 1/		1100 1/		-4426

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1. Includes obligations of $4,826,000 in 1988 and $400,000 in 1989 from carry-over balances for the Land and Resource Management Trust Fund,

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Program and Financing (in thousands of dollars)

Identification code 14-9971-0-7-302	19 87 actual	19 88 estimate	19 89 estimate
Program by activities:			
00.01 Land and resource management trust fund	3,167	5,426	1,000
00.02 Trustee funds, Alaska townsities	7	100	100
10.00 Total obligations	3,174	5,526	1,100
Financing:			
17.00 Recovery of prior year obligations	-49	---	---
21.40 Unobligated balance available, start of year	-2,578	-6,693	-1,867
24.40 Unobligated balance available, end of year	6,693	1,867	1,467
39.00 Budget authority	7,240	700	700
Budget authority:			
40.00 Appropriation (indefinite)	3	100	100
60.00 Appropriation (permanent, indefinite)	7,237	600	600
Relation of obligations to outlays:			
71.00 Obligations incurred, net	3,174	5,526	1,100
72.40 Obligated balance, start of year	575	787	224
74.40 Obligated balance, end of year	-787	-224	-624
78.00 Adjustments in unexpired accounts	-49	---	---
90.00 Outlays	2,913	6,089	700
Distribution of budget authority by account:			
Land and resource management trust fund	7,237	699	699
Trustee funds, Alaska townsites	3	1	1
Distribution of outlays by account:			
Land and resource management trust funds	2,909	6,088	699
Trustee funds, Alaska townsites	4	1	1
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GPO : 1981 0 - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Object Classification (in thousands of dollars)

Identification code 14-9971-0-7-302		19 87 actual	19 88 estimate	19 89 estimate
	Personnel compensation:			
11.1	Full-time permanent	780	480	333
11.3	Other than full-time permanent	331	203	141
11.5	Other personnel compensation	53	32	22
11.8	Special personal services payments	2	---	---
11.9	Total personnel compensation	1,166	715	496
12.1	Civilian personnel benefits	136	83	58
21.0	Travel and transportation of persons	188	200	200
22.0	Transportation of things	133	350	50
23.2	Rental payments to others	2	5	2
23.3	Communications, utilities, and miscellaneous charges	70	70	20
24.0	Printing and reproduction	48	50	---
25.0	Other services	428	1,500	124
26.0	Supplies and materials	701	2,003	150
31.0	Equipment	151	250	---
32.0	Land and structures	151	300	---
99.9	Total obligations	3,174	5,526	1,100

GPO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Personnel Summary

Identification code 14-9971-0-7-302	1987 actual	1988 estimate	1989 estimate
Total number of full-time permanent positions	41	25	17
Total compensable workyears: Full-time equivalent employment	48	29	20
Average GS grade	9.30	9.30	9.30
Average GS salary	28,417	28,843	28,987
(Memo cost: 21.5)		(Memo cost: 5)	(Memo cost: 5)	(Memo cost: 4.8)

(GPO : 1981 0 - 341-526 (6500)

RECREATION DEVLPMT. &
OPER. OF REC. FACILITIES

Appropriation: Recreation Development and Operation of Recreation Facilities

Prior to December 22, 1987, recreation user fees collected by the Bureau of Land Management (BLM) were deposited in the Land and Water Conservation Fund (LWCF). The Omnibus Budget Reconciliation Act of 1987 (P.L. 100-203) amended the LWCF Act and provided for deposit of recreation fees collected by the BLM to be deposited to a special account. Under the authority of Public Law 100-203, these receipts are available for appropriation to the BLM for recreation management activities, including resource protection, research, interpretation, permit issuance and monitoring, and operation and maintenance of recreation facilities. No funds are requested under this appropriation; however, up to $1,000,000 of the request for recreation related program activities covered in the Bureau's "Management of Lands and Resources" appropriation is to be derived from recreation fee receipts.

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES
Program and Financing (in thousands of dollars)

Identification code 14-5011-0-2-302	19 87 actual	19 88 estimate	19 89 estimate
Financing:			
21.40 Unobligated balance available, start of year	-19	-19	-19
24.40 Unobligated balance available, end of year	19	19	19
39.00 Budget authority	---	---	---
Relation of obligations to outlays:			
71.00 Obligations incurred, net	---	---	---
90.00 Outlays	---	---	---

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(TO : 1981 O - 341-526 (6500))

LANDS AND MINERALS

Appropriation Summary Statement

Appropriation: Special Acquisition of Lands and Minerals (Permanent)

This account was established to identify the monetary effect of the issuance and use of monetary credits or bidding rights authorized by Congress for acquisition of non-Federal interests in the Rattlesnake National Recreation Area (NRA) and Wilderness Area, and the acquisition of any other private mineral interests in the wilderness areas specifically authorized and directed by an Act of Congress.

The major activities covered by this account are:

Rattlesnake NRA and Wilderness Area. Represents the monetary value of bidding rights accrued from interest adjustments to the initial bidding rights issued under the authority of P.L. 96-476 as amended by section 7 of the Lee Metcalf Wilderness and Management Act of 1983. The bidding rights may be used as monetary credits against that portion of bonus payments, rentals or royalty payments paid under the Mineral Leasing Act of 1920 as amended, into the Treasury of the U.S. and retained by the Federal Government on any Federal coal lease won or otherwise held by the holder. The value of unused bidding rights increases at a rate set quarterly by the Secretary of the Treasury, pursuant to section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717).

Northern Cheyenne Indian Reservation. Section 3 of P.L. 96-401 provides for cancellation of certain coal leases and permits on the Northern Cheyenne Indian Reservation in Montana. The Secretary of the Interior was authorized to consummate cancellation agreements to compensate lessees and permittees for the cancellation of their leases or permits. Compensation is to be in the form of noncompetitive coal leases off the reservation or certificate of bidding rights or both. To date, bidding rights have been issued only in the Peabody Coal Company settlement. The bidding rights granted did not accrue interest.

This is permanent authority not requiring current Congressional action.

Activity: Special Acquisition of Lands and Minerals

(Dollar amounts in thousands)

Program Element		1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc (+) Dec. (-) from Base
(Permanent Authority to Borrow)	$	1,300	1,300	1,300	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

Authorization

16 U.S.C. 460 11-3
P.L. 97-476

The Rattlesnake Recreation Area and Wilderness Act of 1980. Section 4 of the Act authorized the Secretary of the Interior to accept title to private lands within the Rattlesnake Recreation Area and Rattlesnake Wilderness Area in exchange for bidding rights equal to the fair market value of such lands.

16 U.S.C. 460 11-3
P.L. 98-140

Section 7 of the Lee Metcalf Wilderness and Management Act of 1983 amended P.L. 96-476 to provide that the bidding rights may be used as a monetary credit, which shall be considered "money" within the meaning of section 35 of the Mineral Leasing Act of 1920, against the Federal portion of bonus payments, rental or royalty payments for Federal coal leases, and that the Secretary shall consummate the exchange of lands owned by Montana Power Company within the area by issuing bidding rights equal to the negotiated cash equivalent of the fair market value of such Montana Power Company lands.

P.L 96-401

Section 3 of "An act relating to certain leases involving the Secretary of the Interior and the Northern Cheyenne Indian Reservation," provides for the cancellation of 6 coal leases and 11 permits on the Northern Cheyenne Indian Reservation in Montana. The Secretary of the Interior was authorized to consummate cancellation agreements with the lessees and permittees to compensate them for the cancellation of their leases or permits. Compensation was to be in the form of noncompetitive coal leases off the reservation or certificates of bidding rights or both.

Objective

The objective of this program is to account for the monetary equivalent of bidding rights issued and adjustments to the value of such rights issued pursuant to special legislation relating to acquisition of land or mineral rights.

Base program

Rattlesnake NRA and Wilderness Area

On November 19, 1983, pursuant to P.L. 97-476, as amended, BLM issued bidding rights equal to $14,300,000 to the Montana Power Company for its rights within the Rattlesnake NRA and Wilderness in the State of Montana.

The certificate of bidding rights provided that the bidding rights granted may be used as monetary credits of no more than 50 percent of that portion of bonus payments, rentals, or royalty payments paid under the Mineral Lands Leasing Act of 1920, as amended (31 U.S.C. 191), into the Treasury of the United States and retained by the Federal Government on any Federal coal lease won or otherwise held by the Montana Power Company, its successors and assigns, with the balance to be paid in cash. The cash is applied to the State's 50 percent share of these payments.

To exercise these bidding rights, the certificate holder shall notify the appropriate office of the Minerals Management Service (MMS) or the appropriate State Office of the Bureau of Land Management, by submitting a Bidding Rights Use Notice.

The value of bidding rights will increase at a rate set quarterly by the Secretary of the Treasury and published in the Federal Register, pursuant to section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717). Interest will be compounded quarterly and computed on the average daily balance of the bidding rights plus accrued interest during each calendar quarter.

All rights granted shall continue until fully used, or if not fully used, no later than November 1, 1995, unless the eligibility period is extended. The eligibility period may be extended for the period of time that force majour has prevented the use of these rights.

Bidding rights may be assigned to any entity in minimum amounts of $100,000.

Northern Cheyenne Indian Reservation. On September 24, 1985, pursuant to P.L. 96-401, BLM issued bidding rights of about $3,170,000 to Peabody Coal Company for its rights within the Northern Cheyenne Indian Reservation in Montana. The bidding rights granted do not accrue interest.

The certificate of bidding rights provided that the bidding rights granted may be used as monetary credits against bonus payments paid under the Mineral Land Leasing Act of 1920, as amended (31 U.S.C. 191) for any Federal coal lease won at competitive sales, by the Peabody Coal Company, its successor and assigns.

All rights granted shall continue until fully used, or if not fully used, not later than September 30, 2005, and bidding rights may be assigned in minimum amounts of $100,000.

Summary

As of September 30, 1987, the value of outstanding unused bidding rights was $10,455,497.70. Interest is currently paid at a rate of 7% on $10,169,225.70 of the outstanding bidding rights.

The 1989 amount represents only interest adjustments to unexercised bidding rights for Rattlesnake NRA and Wilderness Area at current Treasury rates. It is permanent authority to borrow, requiring no current congressional action.

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SPECIAL ACQUISITION OF LANDS AND MINERALS
Program and Financing (in thousands of dollars)

Identification code 14-1117-0-1-302	19 87 actual	19 88 estimate	19 89 estimate
Program by activities:			
00.01 Rattlesnake NRA and Wilderness Area	603	1,300	1,300
10.00 Total obligations (object class 43.0)	603	1,300	1,300
Financing:			
67.10 Authority to borrow (Public Law 96-476, as amended)	603	1,300	1,300
Relation of obligations to outlays:			
71.00 Obligations incurred, net	603	1,300	1,300
90.00 Outlays	603	1,300	1,300
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(TO : 1981 O - 341-526 (6500))

OPER. & MAINTENANCE OF
QUARTERS

Appropriation Summary Statement

Appropriation: Operations and Maintenance of Quarters (Permanent)

This permanent appropriation provides for the maintenance of quarters used by Bureau employees in areas where other housing alternatives are unavailable. Expenses are financed by collections received in the form of quarters rental payments. This account was established in 1986 under provisions of the 1985 Interior Appropriations Act.

Appropriation: Operation and Maintenance of Quarters

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc(+) Dec(-) From 1988	Inc(+) Dec(-) From Base
$	250	250	250	---	---
(FTE-T)	(2)	(2)	(2)	(---)	(---)

Authorization

P.L. 98-473 — The Appropriations Act for the Department of the Interior and Related Agencies, FY 1985, section 320, established a permanent account in each Bureau for the operation and maintenance of quarters starting with FY 1985 and each fiscal year thereafter.

Objective

The objective of this account is to:

- Maintain and repair all Bureau employee occupied quarters from which quarters rental charges are collected.

1989 program

Agencies are required by law to collect quarters rental and use charges from employees who occupy Government-owned housing and quarters. Such housing is provided only in very isolated locations where other suitable housing is not available from the private sector or where the employee is required to live on-site at a Federally-owned facility or reservation.

Section 320 of the 1985 Interior Appropriations Act required each Bureau to establish an account in which quarters rental charges were deposited and appropriated for the operation and maintenance of the Bureau-owned quarters within each administrative unit (i.e., BLM State Office jurisdiction). Up to 10 percent of the amount collected in each unit may be transferred to work in other units. The 1989 Estimate for operation and maintenance of quarters is $250,000 and 2 FTE.

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Program and Financing (in thousands of dollars)

Identification code 14-5048-0-2-302	1987 actual	1988 estimate	1989 estimate
Program by activities:			
10.00 Total obligations	135	250	250
Financing:			
17.00 Recovery of prior year obligations	-5	---	---
21.40 Unobligated balance available, start of year	-128	-192	-192
24.40 Unobligated balance available, end of year	192	192	192
60.00 Budget authority (permanent, indefinite)(special fund)	194	250	250
Relation of obligations to outlays:			
71.00 Obligations incurred, net	135	250	250
72.40 Obligated balance, start of year	41	18	42
74.40 Obligated balance, end of year	-18	-42	-42
78.00 Adjustments in unexpired accounts	-5	---	---
90.00 Outlays	152	226	250
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GPO : 1981 O - 341-526 (6500)

STANDARD FORM 300
July 1956, Bureau of the Budget
Circular No. A-11, Revised

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
(OPERATION AND MAINTENANCE OF QUARTERS
Program and Financing (In Thousands of Dollars)

Identification code 14-5042-0-2-302	19 87 actual	19 88 estimate	19 89 estimate
Program by activities:			
10.00 Total obligations	136	250	250
Financing:			
17.00 Recovery of prior year obligations	-5	----	----
21.40 Unobligated balance available, start of year	-158	-192	-192
24.40 Unobligated balance available, end of year	182	192	192
40.00 Budget authority (permanent, indefinite)(special fund)	154	250	250
Relation of obligations to outlays:			
71.00 Obligations incurred, net	136	250	250
72.40 Obligated balance, start of year	41	18	42
74.40 Obligated balance, end of year	-18	-42	-92
76.00 Adjustments in unexpired accounts	-5	----	----
90.00 Outlays	152	226	250

(Column cont. 3) (Column cont. 4) (Column cont. 5)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Object Classification (in thousands of dollars)

Identification code 14-5048-0-2-302		19 87 actual	19 88 estimate	19 89 estimate
	Personnel compensation:			
11.1	Full-time permanent	54	55	55
11.3	Other than full-time permanent	1	1	1
11.5	Other personnel compensation	6	4	4
11.9	Total personnel compensation	61	60	60
12.1	Civilian personnel benefits	8	9	9
21.0	Travel and transportation of persons	2	3	3
22.0	Transportation of things	3	10	10
25.0	Other services	18	83	83
26.0	Supplies and materials	33	50	50
31.0	Equipment	10	10	10
32.0	Land and structures	---	25	25
99.9	Total obligations	135	250	250

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Personnel Summary

Identification code 14-5048-0-2-302	19 87 actual	19 88 estimate	19 89 estimate
Total number of full-time permanent positions	2	2	2
Total compensable workyears: Full-time equivalent employment	2	2	2
Average GS grade	9.30	9.30	9.30
Average GS salary	28,417	28,843	28,987

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GPO : 1981 O - 341-526 (6500)

STANDARD FORM 30
Rev. June 1962
Office of Personnel Management
FPM Chapter 296

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
(BUREAU AND MAINTENANCE OF QUARTERS
Personnel Summary

Identification code	19 67 Actual	19 68 estimate	19 69 estimate
14-5018-0-2-302			
Total number of full-time permanent positions	2	2	2
Total compensable workyears: Full-time equivalent employment	2	2	2
Average GS grade	7.30	9.30	8.30
Average GS salary	28,417	28,840	28,867

(Object class 11.8) (Object class 9) (Object class 11.8)

Appropriation Summary Statement

Appropriation: Miscellaneous Permanent Appropriations

The majority of these appropriations provide for sharing receipts collected from the sale, lease, or use of Public Lands and resources with States and counties. BLM distributes these funds in accordance with various laws that specify the percentages to be paid and, in some cases, how the States and counties must use these funds.

Also included is the permanent appropriation of funds collected from commercial road users on roads maintained by the Bureau in lieu of user maintenance. This is normally applicable to roads subject to heavy, continuous use involving several users at a time such as mainline timber access roads in western Oregon. The funds are permanently appropriated by statute and, therefore, do not require an annual appropriation.

The following activities are included within the total appropriation:

1. Payments to Oklahoma (royalties)
2. Payments to Coos and Douglas Counties, Oregon, receipts from Coos Bay Wagon Road grant lands
3. Payments to counties, Oregon and California grant lands
4. Payments to States (proceeds of sales)
5. Payments to States from grazing receipts, etc., public lands outside grazing districts
6. Payments to States from grazing receipts, etc., public lands within grazing districts
7. Payments to States from grazing receipts, etc., public land within grazing districts, miscellaneous
8. Payments to Alaska, National Petroleum Reserve
9. Payments to counties, National Grasslands
10. Expenses, road maintenance deposits
11. Payments to Nevada from receipts on land sales
12. Payments from proceeds, sale of water

Summary of Requirements

(Dollar Amounts in Thousands)

APPROPRIATION: MISCELLANEOUS PERMANENT APPROPRIATIONS

	FTE-T	Amount	FTE-T	Amount
Appropriation currently available, 1988			84	156,433
ADJUSTMENTS TO BASE:				
Financing adjustment for 1987 Treasury Warrants	0	-72,057		
Total adjustments to base			0	-72,057
1989 BASE BUDGET			84	84,376
Program changes (Changes to base budget, detailed below)			7	-166
TOTAL REQUIREMENTS (1989 estimate)			91	84,210

Comparison by activities/ subactivities	1987		1988 Enacted	1988 Actual to Date	1989 Base		1989 Estimate		Inc./Dec. from 1988		Inc./Dec. from 1989 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
1. Payments to Oklahoma (royalties)	0	0	0	6	0	6	0	6	0	0	0	0
2. Payments to Coos and Douglas counties, Oregon, Coos Bay Wagon Road grant lands	0	562	0	580	0	580	0	580	0	0	0	0
3. Payments to counties, Oregon and California grant lands	0	6176	0	139822	0	71400	0	71400	0	-68422	0	0
4. Paymnets to States (proceeds of sales)	0	35	0	1449	0	788	0	772	0	-677	0	-16
5. Payments to States from grazing receipts, etc., public lands outside grazing districts	0	40	0	1940	0	985	0	985	0	-955	0	0
6. Payments to States from grazing receips etc., public lands within grazing districts	0	60	0	2997	0	1514	0	1514	0	-1483	0	0
7. Payments to States from grazing receipts etc., public lands within grazing districts misc.	0	0	0	7	0	3	0	3	0	-4	0	0
8. Payments to Alaska, National Petroleum Reserve	0	221	0	1350	0	1350	0	1350	0	0	0	0
9. Payments to Counties, National Grasslands	0	114	0	1032	0	500	0	500	0	-532	0	0
10. Expenses, road maintenance deposits.	84	7098	84	6500	84	6500	91	6500	7	0	7	0
11. Payments to Nevada from receipts on land sales	0	117	0	750	0	750	0	600	0	-150	0	-150
12. Payments from proceeds-sale of water	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL REQUIREMENTS	84	14423	84	156433	84	84376	91	84210	7	-72223	7	-166

Justification of Base Adjustment

Miscellaneous Permanent Appropriations

	Amount ($000's)
Financing adjustment for 1987 Treasury warrants.....	-72,057

This base adjustment reflects that actual 1987 receipts amounting to $72,057,000 were not warranted until 1988, thereby understating the 1987 Budget Authority by $72,057,000 and overstating 1988 Budget Authority by the same amount. This had no effect on the actual 1987 payments. This adjustment makes the 1989 Base level equal to the actual estimated 1988 payment level.

Activity: Payments to Oklahoma (royalties)

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc (+) Dec. (-) from Base
$	6	6	6	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 65 Stat. 252, the State of Oklahoma is paid 37 1/2 percent of the Red River oil and gas royalties in lieu of State and local taxes on Kiowa, Comanche, and Apache Tribal lands. These funds are to be used for construction and maintenance of public roads and support of public schools.

Activity: Payments to Coos and Douglas Counties, Oregon, for Coos Bay Wagon Road Grant Lands

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc (+) Dec. (-) from Base
$	580	580	580	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 54 Stat. 753-754, payments in lieu of taxes are made to Coos and Douglas counties out of receipts from the Coos Bay Wagon Road grant lands in Oregon. These payments are used for schools, roads, highways, bridges, and port districts and are paid at the same ad valorem tax rate as private lands.

Activity: Payments to Counties, Oregon and California (O&C) Grant Lands

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc. (+) Dec. (-) from Base
$	139,822	71,400	71,400	-68,422	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 39 Stat. 218 and 50 Stat. 876, as modified by annual appropriations acts, 50 percent of the receipts to the Oregon and California grant

land fund are paid to the counties in which the lands are situated, to be used as other county funds.

Activity: Payments to States (proceeds of sales)

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc (+) Dec. (-) from Base
$	1,449	788	772	-677	-16
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with the Interior Department Appropriations Act of 1952 (P.L. 82-136), the States are paid 5 percent of the net proceeds (4 percent of gross proceeds) from the sale of Public Land and Public Land products. These payments are to be used for educational purposes or for construction of public roads and improvements.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	788	772	-16
(FTE)	(---)	(---)	(---)

The estimated decrease in payments to States results primarily from a projected decline in receipts from land sales related to projected lower land sales program levels and estimated revenue derived from sales of lands and other products.

Activity: Payments to States from grazing receipts, etc., public lands outside grazing districts

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc (+) Dec. (-) from Base
$	1,940	985	985	-955	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with the Taylor Grazing Act of 1934 (43 U.S.C. 315i and 315m), the States are paid 50 percent of the grazing fee receipts from Public Lands outside of organized grazing districts. The 1989 Estimate is based on a grazing fee of $1.35/AUM for the 1988 grazing year. However, after the Budget was developed, a new grazing fee of $1.54/AUM for the grazing year starting on March 1, 1988 was announced.

Activity: Payments to States from grazing receipts, etc., public lands within grazing districts

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc (+) Dec. (-) from Base
$	2,997	1,514	1,514	-1,483	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with the Taylor Grazing Act of 1934 (43 U.S.C. 315b and 315i), the States are paid 12 1/2 percent of the grazing fee receipts from lands within organized grazing district boundaries. The 1989 Estimate is based on a grazing fee of $1.35/AUM for the 1988 grazing year. However, after the Budget was developed, a new grazing fee of $1.54/AUM for the grazing year starting on March 1, 1988 was announced.

Activity: Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc (+) Dec. (-) from Base
$	3	3	3	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 43 U.S.C. 315, the States are paid specifically determined amounts from grazing fee receipts from miscellaneous lands within grazing districts when payment is not feasible on a percentage basis. The 1989 Estimate is based on a grazing fee of $1.35/AUM for the 1988 grazing year. However, after the Budget was developed, a new grazing fee of $1.54/AUM for the grazing year starting on March 1, 1988 was announced.

Activity: Payments to Alaska, National Petroleum Reserve

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc (+) Dec. (-) from Base
$	1,350	1,350	1,350	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 94 Stat. 1964, Alaska is paid 50 percent of the receipts from sales, bonuses, royalties, and rentals resulting from the leasing of oil and gas in the National Petroleum Reserve in Alaska for use in planning, construction, maintenance, and operation of essential public facilities and other necessary provisions of public service.

Activity: Payments to counties, National Grasslands

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc (+) Dec. (-) from Base
$	1,032	500	500	-532	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 7 U.S.C. 1012, 25 percent of the revenues received from the use of National Grasslands, including mineral leasing, is paid to the counties in which such lands are located. These funds are used for schools and roads.

Activity: Road Maintenance Deposits

(Dollar amounts in thousands)

	1988 Estimate	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc (+) Dec. (-) from Base
$	6,500	6,500	6,500	---	---
(FTE-T)	(84)	(84)	(91)	(+7)	(+7)

Public Law 94-579 (FLPMA) (43 U.S.C. 1762(c)) provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. Receipts are appropriated to BLM for road maintenance. Applicable roads are normally subject to heavy, continuous use by several users. Mainline timber access roads in western Oregon fall into this category. Monies collected on Oregon and California grant lands are available for those lands only (43 U.S.C. 1735(b)), excluding $150,000, which is earmarked for administrative expenses.

These road maintenance deposit funds are used in combination with funds appropriated in the "O&C Grant Lands" appropriation for transportation maintenance to accomplish the total level of workload on the BLM western Oregon road system. (See "O&C Grant Lands" justification for a full program description.)

Activity: Payments to Nevada from receipts on land sales

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc (+) Dec. (-) from Base
$	750	750	600	-150	-150
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Public Law 96-586 (Burton-Santini Act) of 1980 authorized and directed the

sale of up to 700 acres of certain lands in Clark County, Nevada and the acquisition of environmentally sensitive lands in the Lake Tahoe Basin. The Act directed that 5 percent of the annual proceeds realized from the sale of such lands be returned to the State of Nevada and that 10 percent of the proceeds be returned to the county or municipality in which the land sale occurred. The funds returned to the State are to be used for the State's general education program, and the monies returned to the county or municipality are to be used for acquisition and development of recreational lands and facilities.

Decrease from 1989 Base

(dollars in thousands)

	1989 Base	1989 Estimate	Difference
$	750	600	-150
(FTE)	(---)	(---)	(---)

The estimated decrease in payments to Nevada results from a projected decrease in receipts from the sale of lands in Clark County due to an anticipated decrease in per acre value of land to be offered.

Activity: Payments from proceeds, sale of water

(Dollar amounts in thousands)

	1988 Enacted	1989 Base	1989 Estimate	Inc.(+) Dec.(-) from 1988	Inc. (+) Dec. (-) from Base
$	---	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Section 40(d) of the Mineral Leasing Act of 1920 (30 U.S.C. 229(a)) provides that when lessees or operators drilling for oil or gas on public lands strike water, water wells may be developed by the Department from the proceeds from sale of water from existing wells.

Funds derived from such proceeds have been consistently recommended for deferral each year by the Administration.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Miscellaneous Permanent Appropriations

Object Class		1989 Base FTE	1989 Base Amount	1989 Estimate FTE	1989 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11.	Personnel compensation:						
11.1	Permanent positions	71	1952	77	2125	6	173
11.3	Positions other than permanent	13	580	14	632	1	52
11.5	Other personnel compensation 1/	(5)	123	(5)	134	---	11
	Total personnel compensation	84	2655	91	2891	7	236
	Other Objects						
12.1	Personnel benefits		329		358		29
22.0	Transportation of things		1500		1500		0
23.2	Rental payments to others		10		10		
23.3	Communications, utilities, and miscellaneous charges		5		5		0
25.0	Other services		1000		1000		0
26.0	Supplies and materials		991		726		-265
31.0	Equipment		10		10		0
41.0	Grants, subsidies, and contributions		77876		77710		-166
	Total Requirements		84376		84210		-166

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

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Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code 14-9921-0-2-999	19 87 actual	19 88 estimate	19 89 estimate
Program by activities:			
00.01 Payments to Oklahoma (royalties)	---	6	6
00.02 Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands	562	580	580
00.03 Payments to counties, Oregon and California grant lands	6,176	139,822	71,400
00.04 Payments to States (proceeds of sales)	35	1,449	772
00.05 Payments to States from grazing receipts, etc., public lands outside grazing districts	40	1,940	985
00.06 Payments to States from grazing receipts, etc., public lands within grazing districts	60	2,997	1,514
00.07 Payments to States from grazing receipts, etc., public lands within districts, miscellaneous	---	7	3
00.08 Payments to Alaska, National Petroleum Reserve	221	1,350	1,350
00.09 Payments to counties, national grasslands	114	1,032	500
00.10 Expenses, road maint. deposits	7,098	6,500	6,500
00.11 Payments to Nevada from receipts on land sales	117	750	600
10.00 Total obligations	14,423	156,433	84,210
Financing:			
17.00 Recovery of prior year obligations	-3,353	---	---
21.40 Unobligated balance available, start of year	-5,078	-2,475	-2,475
24.40 Unobligated balance available, end of year	2,475	2,475	2,475
60.00 Budget authority (appropriation (permanent, indefinite) (special fund)	8,467	156,433	84,210
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5) (Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code 14-9921-0-2-999	19 87 actual	19 88 estimate	19 89 estimate
Relation of obligations to outlays:			
71.00 Obligations incurred, net	14,423	156,433	84,210
72.40 Obligated balance, start of year	74,456	955	77,767
74.40 Obligated balance, end of year	-955	-77,767	-77,601
78.00 Adjustments in unexpired accounts	-3,353	---	---
90.00 Outlays	84,571	79,621	84,376
Distribution of budget authority by account:			
Payments to Oklahoma (royalties)	---	6	6
Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands	562	580	580
Payments to counties, Oregon and California grant lands	6,176	139,822	71,400
Payments to States (proceeds of sales)	35	1,449	772
Payments to States from grazing receipts, etc., public lands outside grazing districts	40	1,940	985
Payments to States from grazing receipts, etc., public lands within grazing districts	60	2,997	1,514
Payments to States from grazing receipts, etc., public lands within districts, miscellaneous	---	7	3
Payments to Alaska, National Petroleum Reserve	221	1,350	1,350
Payments to counties, national grasslands	114	1,032	500
Expenses, road maintenance deposits	7,098	6,500	6,500
Payments to Nevada from receipts on land sales	117	750	600
Payments from proceeds, sale of water	---	---	---

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code 14-9921-0-2-999	19 87 actual	19 88 estimate	19 89 estimate
Distribution of outlays by account:			
Leasing of grazing lands	---	---	---
Payments to Oklahoma (royalties)	6	3	6
Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands	562	426	580
Payments to counties, Oregon and California grant lands	71,844	68,422	71,400
Payments to States (proceeds of sales)	808	661	778
Payments to States from grazing receipts, etc., public lands outside grazing districts	989	955	985
Payments to States from grazing receipts, etc., public lands within grazing districts	1,507	1,483	1,514
Payments to States from grazing receipts, etc., public lands within districts, miscellaneous	5	4	3
Payments to Alaska, National Petroleum Reserve	1,196	1,002	1,350
Payments to counties, national grasslands	504	532	500
Expenses, road maintenance deposits	6,939	5,713	6,500
Payments to Nevada from receipts on land sales	212	420	750
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Object Classification (in thousands of dollars)

Identification code 14-9921-0-2-999		19 87 actual	19 88 estimate	19 89 estimate
	Personnel compensation:			
11.1	Full-time permanent	1,775	1,952	2,125
11.3	Other than full-time permanent	528	580	632
11.5	Other personnel compensation	112	123	134
11.9	Total personnel compensation	2,415	2,655	2,891
12.1	Civilian personnel benefits	299	329	358
21.0	Travel and transportation of persons	---	---	---
22.0	Transportation of things	1,560	1,500	1,500
23.2	Rental payments to others	10	10	10
23.3	Communications, utilities, and miscellaneous charges	5	5	5
25.0	Other services	1,300	1,000	1,000
26.0	Supplies and materials	1,499	991	726
31.0	Equipment	18	10	10
32.0	Land and structures	-8	---	---
41.0	Grants, subsidies, and contributions	7,325	149,933	77,710
99.9	Total obligations	14,423	156,433	84,210
		(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

(TU : 1981 O - 341-526 (6500))

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July 1964, Bureau of the Budget
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Personnel Summary

Identification code 14-9921-0-2-999	1987 actual	1988 estimate	1989 estimate
Total number of full-time permanent positions	71	71	77
Total compensable workyears: Full-time equivalent employment	84	84	91
Full-time equivalent of overtime and holiday hours	5	5	5
Average GS grade	9.30	9.30	9.30
Average GS salary	28,417	28,843	28,987
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

REVISED BUDGET STRUCTURE
PROPOSAL

BLM Budget Structure Revision Proposal

Introduction

The Bureau of Land Management (BLM) is proposing to revise the budget structures for three of the Bureau's major appropriations; "Management of Lands and Resources (MLR)" "Construction and Access", and "Oregon and California Grant Lands (O&C)." The goal of the proposal is to simplify the existing budget structure and reduce the number of activities and line items that form the framework through which funds are appropriated to BLM and eventually planned and obligated by field and headquarters managers.

Background

BLM's current budget structure has evolved over many years into a very complex system that now contains 7 major appropriations, and over 80 individual program line items. This system controls the manner in which funding is appropriated to BLM, and also the manner in which funding can be used by the Bureau to achieve its mission and program. By the very nature of BLM's mission as a multiple-use land and resource management agency with widely diversified program responsibilities, BLM programs are not well described by a highly compartmentalized context such as the current budget structure uses. As a result, Bureau management officials, particularly in the field, have far less capability than they need to use their allocated funding most effectively to meet priority actions, to respond to changing program conditions, or to respond to opportunities to increase operation efficiency while still effectively managing natural resources programs.

The Budget Structure Revision Proposal

Under the revised budget structure proposal, all seven of the existing appropriations would be retained, however the activity structures of three of BLM's more important appropriations would be modified. The overall number of line items that appear in BLM's budget presentations for these three accounts (MLR, O&C, and Construction and Access) would be reduced from the current 55 to a revised 45.

However, in several of the most inter-related MLR programs, e.g. Energy and Minerals Management, Lands and Realty Management, and Renewable Resources Management, the number of specific line items would be reduced from the present 23 down to a proposed 14. The result of this simplification would be to provide greater capability for BLM's on-the-ground land managers to meet program objectives with a reduced amount of administrative burden.

The new structure also would improve the presentation and funding identification of programs such as hazardous materials, and emergency operations, including fire-fighting and rehabilitation, emergency damage repair, and grasshopper and Mormon cricket control. Bureauwide support functions such as base mapping, aerial photography, geographic information system management and aviation management which are currently funded by benefiting programs will be identified in line items in both the MLR and the O&C appropriations under the revised structure. Therefore, the 1989 funding levels for each program have been reduced by the historical amounts allocated for these support functions.

All other BLM Appropriations (Land Acquisition; PILT; Range Improvements; Special Acquisition of Land and Minerals; Service Charges, Deposits and Forfeitures; Operation and Maintenance of Quarters; Miscellaneous Permanent Appropriations; Trust Funds; and Working Capital Fund) would remain as they are presently structured without change.

A crosswalk between the existing budget structure and the revised budget structure for the three effected appropriatons accounts follows.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Activity/Subactivity Change Crosswalk - Proposal for FY 1989 Budget
(in thousands of dollars)

Format of Fiscal 1989 Congressional Budget Submission Appropriation/Activity/Subactivity	Amount 1989 Budget	Proposed Budget Structure Modifications Appropriation/Activity/Subactivity	Amount 1989 Budget
Management of Lands and Resources		Management of Lands and Resources	
1. Energy and Minerals Management		1. Energy and Minerals Management	
A. Fluid Energy Minerals	47,170	A. Oil and Gas	45,020
(1) Oil and Gas	45,537		
(2) Geothermal	1,633	B. Coal Management	9,834
B. Solid Energy Minerals (coal)	9,959	C. Mining Law Administration	11,280
C. Non-Energy Minerals	18,392	D. Other Mineral Resources Management (consolidates the geothermal, mineral material sales, mineral leasing, and uranium operations programs into one sub-activity).	8,585
(1) Mineral Material Sales	2,447		
(2) Mining Law Administration	11,366		
(3) Mineral Leasing	3,933		
(4) Uranium Operations	646		
Subtotal - Energy and Minerals Management	75,521	Subtotal - Energy and Minerals Management	74,719
2. Lands and Realty Management		2. Lands and Realty Management	
A. Realty Operations	34,798	A. Lands, Realty, and Right-of-Way Management (consolidates the Rights-of-Way, Lower 48 Lands, and Withdrawal Processing and Review programs into one subactivity).	23,216
(1) Rights-of-Way	6,769		
(2) Lower 48 Lands Program	15,711		
(3) Alaska Lands Program	12,318		
B. Withdrawal Processing and Review	1,048	B. Alaska Lands Program	12,224
Subtotal - Lands and Realty Management	35,846	Subtotal - Lands and Realty Management	35,440

BLM-403

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Activity/Subactivity Change Crosswalk - Proposal for FY 1989 Budget
(in thousands of dollars)

Format of Fiscal 1989 Congressional Budget Submission Appropriation/Activity/Subactivity	Amount 1989 Budget	Proposed Budget Structure Modifications Appropriation/Activity/Subactivity	Amount 1989 Budget
Management of Lands and Resources		Management of Lands and Resources	
3. Renewable Resources Management		3. Renewable Resources Management	
A. Forest Management	6,778	A. Forest Management	6,716
(1) Forest Management (PD)	6,778		
(2) Forest Management (West OR)	0		
B. Range Management	41,437		
(1) Wild Horse and Burro Mgmt.	7,513	B. Wild Horse and Burro Management	7,364
(2) Grazing Management	33,924	C. Grazing Management	33,594
(3) Mormon Cricket & Grasshopper Control 1/	0		
C. Soil, Water and Air Management	25,887	D. Soil, Water and Air Management	13,353
(1) Soil, Water and Air Mgmt.	13,479		
(2) Hazardous Materials	12,408		
D. Wildlife Habitat Management	14,882	E. Wildlife Habitat Management	14,739
E. Recreation Management	24,172	F. Recreation Management	23,954
(1) Cultural Resources Management	6,249	(1) Cultural Resources Management	6,193
(2) Wilderness Management	7,854	(2) Wilderness Management	7,777
(3) Recreation Resources Mgmt.	10,069	(3) Recreation Resources Management	9,984
F. Fire Management	9,406		
Subtotal - Renewable Resources Management	122,562	Subtotal - Renewable Resources Management	99,720

1/ Carry-over funds are available - no new B.A. requested.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Activity/Subactivity Change Crosswalk - Proposal for FY 1989 Budget
(in thousands of dollars)

Format of Fiscal 1989 Congressional Budget Submission Appropriation/Activity/Subactivity	Amount 1989 Budget	Proposed Budget Structure Modifications Appropriation/Activity/Subactivity	Amount 1989 Budget
Management of Lands and Resources		Management of Lands and Resources	
4. Planning and Data Management	48,667	4. Resource Management Planning	9,346
A. Planning	9,462		
B. Data Management (includes ALMRS)	39,225	5. Information and Resource Data Management	41,707
		A. Information Systems Oper. and Maint.	15,507
		B. Resource Data Acquisition and Mgmt. 1/	3,200
		C. ALMRS Project	23,000
5. Cadastral Survey	23,880		
A. Alaska	11,545	6. Resource Protection and Maintenance	64,670
B. Other States	12,335	A. Fire Management	9,320
		B. Alaska Cadastral Surveys	11,272
		C. Other States Cadastral Surveys	12,427
6. Firefighting and Rehabilitation	52,153	D. Resource Protection and Law Enforcement	3,518
A. Firefighting and Presuppression	49,153	E. Facilities Maintenance	15,745
B. Rehabilitation	3,000	F. Hazardous Materials Management	12,388
7. Technical Services	19,306	7. Emergency Operations	50,953
A. Resource Protection	3,530	A. Fire Presuppression and Preparation	29,000
B. Maintenance and Engineering Service	15,776	B. Firefighting	18,953
(1) Building Maintenance	4,430	C. Fire Rehabilitation	3,000
(2) Recreation Maintenance	5,368	D. Emergency Damage Repair 2/	0
(3) Transportation Maintenance	4,751	E. Grasshopper and Mormon Cricket Control 3/	0
(4) Engineering Services	1,227		
8. General Administration	86,532	8. General Administration	87,932
A. General Administration		A. Equal Employment Opportunity	2,193
(1) Executive & Managerial Dirct.	5,673		
(2) Equal Employment Opportunity	2,193	B. General Administrative Support and Aviation Management 4/	39,804
(3) Administrative Ser. Support	32,731	C. Bureauwide Fixed Costs	45,935
(4) Bureauwide Fixed Costs	45,935		
Total - Management of Lands and Resources	464,487	Total - Management of Lands and Resources	464,487

1/ Developed from the historical amount of $3.2 million allocated to base mapping, high-altitude photography, etc.

2/ Will be used only as needed for emergency repair actions (Section 101).

3/ Carry-over funds are available - no new B.A. requested.

4/ Includes the historical amount of $1.4 million allocated to aviation management from benefiting subactivities.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Activity/Subactivity Change Crosswalk - Proposal for FY 1989 Budget
(in thousands of dollars)

Format of Fiscal 1989 Congressional Budget Submission		Proposed Budget Structure Modifications	
Appropriation/Activity/Subactivity	Amount 1989 Budget	Appropriation/Activity/Subactivity	Amount 1989 Budget
Construction and Access		Construction and Access	
1. Construction	0	1. Construction Projects	0
A. Buildings	0		
B. Recreation Facilities	0		
C. Transportation	0		
2. Access	1,338	2. Access and Easement Acquisition	1,338
Total - Construction and Access	1,338	Total - Construction and Access	1,338

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Activity/Subactivity Change Crosswalk - Proposal for FY 1989 Budget
(in thousands of dollars)

Format of Fiscal 1989 Congressional Budget Submission Appropriation/Activity/Subactivity	Amount 1989 Budget	Proposed Budget Structure Modifications Appropriation/Activity/Subactivity	Amount 1989 Budget
Oregon and California Grant Lands		Oregon and California Grant Lands	
1. Construction and Acquisition	450	1. Western Oregon Resources Management	52,679
A. Buildings	0	A. Timber Management	21,342
B. Recreation	0	B. Reforestation and Forest Development	23,094
C. Transportation	150	C. Other Forest Resources Management	2,534
D. Acquisition	300	D. Fire Protection	2,294
		E. Resource Management Planning	3,415
2. Maintenance	3,677	2. Western Oregon Information an Resource Data System	636
A. Buildings	483	A. Data Systems Operations and Management	416
B. Recreation	989	B. Resource Data Acquisition and Management	220 1/
C. Transportation	2,205		
3. Renewable Resources Management	49,476	3. Western Oregon Facilities Maintenance	3,669
A. Timber Management	21,448	A. Facilities Maintenance	1,472
B. Timber Development and Reforestation	23,200	B. Transportation Systems Maintenance	2,197
C. Timber Protection	2,294		
D. Other Forest Resources (Range Management, Soil, Water & Air, Wildlife Habitat, Recreation Management)	2,534	4. Western Oregon Construction and Acquisition	450
		A. Construction	150
4. Planning and Data Management	3,831	B. Acquisition	300
A. Planning	3,415		
B. Data Management	416		
Total - Oregon and California Grant Lands	57,434	Total - Oregon and California Grant Lands	57,434

1/ Developed from the historical amount of $220,000 allocated to base mapping, high-altitude photography, etc, from benefiting subactivities.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSOLIDATED SCHEDULE OF PERMANENT POSITIONS
DETAIL OF PERMANENT POSITIONS

	1987 Actual	1988 Estimate	1989 Estimate
Executive Level V	1	1	1
Subtotal	1	1	1
ES-5	4	4	4
ES-4	18	18	18
ES-3	2	2	2
ES-2	1	1	1
ES-1	2	2	2
Subtotal	27	27	27
GS/GM-15	58	59	58
GS/GM-14	161	163	161
GS/GM-13	488	494	487
GS-12	1,168	1,182	1,165
GS-11	2,021	2,045	2,015
GS-10	93	94	93
GS-9	1,357	1,373	1,353
GS-8	188	190	187
GS-7	572	579	570
GS-6	426	431	425
GS-5	644	652	642
GS-4	369	373	368
GS-3	79	80	79
GS-2	10	10	10
Subtotal	7,634	7,725	7,613
Ungraded	655	655	653
Total permanent positions	8,317	8,408	8,294
Unfilled positions, end of year	-256	-250	-257
Total permanent employment, end of year	8,061	8,158	8,037

Appropriation Language Sheet

ADMINISTRATIVE PROVISIONS

Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures, and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; up to $25,000 for payments, at the discretion of the Secretary, for information or evidence concerning violations of laws administered by the Bureau of Land Management; miscellaneous and emergency expenses of enforcement activities authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed $10,000 Provided, That appropriations herein made for Bureau of Land Management expenditures in connection with the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands (other than expenditures made under the appropriation "Oregon and California grant lands") shall be reimbursed to the General Fund of the Treasury from the 25 per centum referred to in subsection (c), title II, of the Act approved August 28, 1937 (50 Stat. 876), of the special fund designated the "Oregon and California land grant fund" and section 4 of the Act approved May 24, 1939 (53 Stat. 754), of the special fund designated the "Coos Bay Wagon Road grant fund": Provided further, That appropriations herein made may be expended for surveys of Federal lands of the United States and on a reimbursable basis for surveys of Federal lands of the United States and for protection of lands for the State of Alaska: Provided further, That an appeal of any reductions in grazing allotments on public rangelands must be taken within thirty days after receipt of a a final grazing allotment decision. Reductions of up to 10 per centum in grazing allotments shall become effective when so designated by the Secretary of the Interior. Upon appeal any proposed reduction in excess of 10 per centum shall be suspended pending final action on the appeal, which shall be completed within two years after the appeal is filed: Provided further, That appropriations herein made shall be available for paying costs incidental to the utilization of services contributed by individuals who serve without compensation as volunteers in aid of work of the Bureau: Provided further, That [Section 1(b) of the Act of October 17, 1984 entitled "An Act to withdraw certain public lands in Lincoln County, Nevada" (Public Law 99-485), is amended by striking out "December 31, 1987" and inserting in lieu thereof "March 31, 1988"] notwithstanding section 5901(a) of title 5, United States Code, as amended, the uniform allowance for each uniformed employee of the Bureau of Land Management shall not exceed $400 annually.

[Notwithstanding any court order now or hereafter in effect, the Secretary of the Interior, through the State Director, Utah, Bureau of Land Management, is authorized to negotiate with the appropriate government officials in the State of Utah and to take any action necessary under the Federal Land Policy and Management Act and other applicable laws to consummate an exchange of Federal lands and improvements thereon identified as tracts U-a and U-b, for State lands of equal value if the Secretary determines that such an exchange is in the public interest. Any exchange involving such lands shall include the transfer of the remaining balance of funds conveyed to the Bureau of Land Management for the management and protection of the tracts U-a and U-b: Provided, That use of such funds shall be restricted to management and protection of the tracts.]

[Notwithstanding any court order now or hereafter in effect, the Secretary of the Interior is authorized to revoke the Bureau of Reclamation's Dixie project withdrawal, created by Commissioner's order of June 11, 1943; Public Land Order No. 1868 of June 3, 1959; Public Land Order No. 4036 of June 6, 1966; and Public Land Order No. 4061 of July 18, 1966, and to complete any land actions with regard to those lands required under the Federal Land Policy and Management Act and other applicable laws and that the Secretary determines to be in the public interest.] (Department of the Interior and related Agencies Appropriations Act, 1988.)

Justification of Proposed Language Change

Administrative Provisions

1. Addition: "Not withstanding section 5901(a) of title 5, United States Code, as amended, the uniform allowance for each uniformed employee of the Bureau of Land Management shall not exceed $400 annually".

The proposed language is added to raise the current $125 maximum annual allowance for uniforms up to the level authorized for other uniformed agencies such as the U.S. Fish and Wildlife Service, the National Park Service and the U.S. Forest Service. This level will allow the Bureau to implement its uniform program better and permit the Bureau to authorize a more equitable maximum allowance for those employees who are required to wear one or more classes of standard Bureau uniforms in the performance of their official duties. The uniform program is intended to identify BLM employees and volunteers to the public; to provide an improved image of authority and obtain cooperation in dealing with the public in law enforcement, fee collection, and resource protection and interpretation activities; and to enhance employee pride by projecting a more professional image to the public.

2a. Deletion: ["That Section 1(b) of the Act of October 17, 1984 entitled "An Act to withdraw certain public lands in Lincoln County Nevada" (Public Law 99-485), is amended by striking out "December 31, 1987" and inserting in lieu thereof "March 31, 1988."]

2b. Deletion: ["Notwithstanding any court order now or hereafter in effect, the Secretary of the Interior, through the State Director, Utah, Bureau of Land Management, is authorized to negotiate with the appropriate government officials in the State of Utah and to take any action necessary under the Federal Land Policy and Management Act and other applicable laws to consummate an exchange of Federal lands and improvements thereon identified as tracts U-a and U-b, for State lands of equal value if the Secretary determines that such and exchange is in the public interest. Any exchange involving such lands shall include the transfer of the remaining balance of funds conveyed to the Bureau of Land Management for the management and protection of the tracts U-a and U-b: Provided, That use of such funds shall be restricted to management and protection of the tracts."]

2c. Deletion: ["Notwithstanding any court order now or hereafter in effect, the Secretary of the Interior is authorized to revoke the Bureau of Reclamation's Dixie project withdrawal, created by Commissioner's order of June 11, 1943; Public Land Order No. 1868 of June 3, 1959; Public Land Order No. 4036 of June 6, 1966; and Public Land Order No. 4061 of July 18, 1966, and to complete any land actions with regard to those lands required under the Federal Land Policy and Management Act and other applicable laws and that the Secretary determines to be in the public interest."]

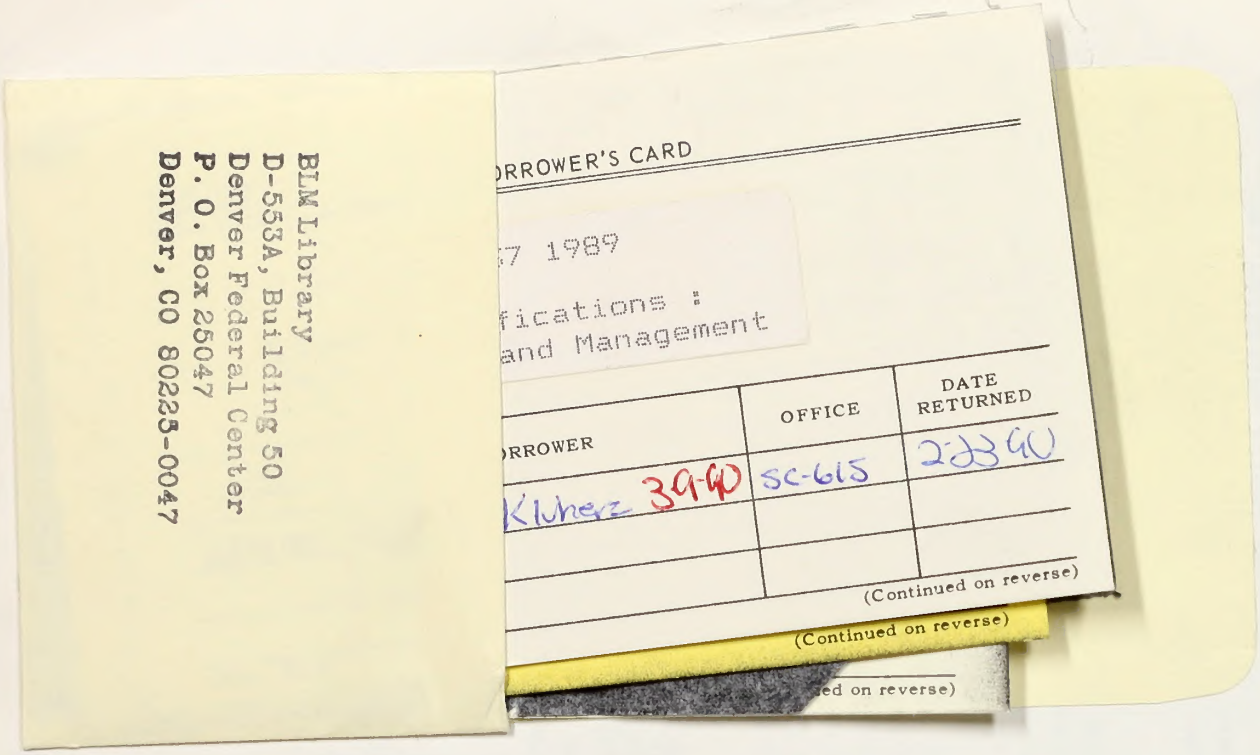
These provisions may be deleted since the effect of the first deleted provision will expire on March 31, 1988 and for the other two provisions the authority granted has permanent effect.

DEPARTMENT OF THE INTERIOR

FY 1989 Budget for Consulting Services

Bureau: Land Management

Appropriation Account Title/ Iden. Code No.	Amount Requested in 1989	Program Requiring Services	Description of Need for Service
Management of Lands and (14-1109-0-1-302)	$15,000	Lands, Mineral and Renewable Resource Mgt.	Should the Bureau of Land Management need to hire consulting services, $15,000 will provide for obtaining, on a short-term basis, decisive expert advice not available within the Department or other agencies of the Federal Government for high priority policy issues associated with the management of energy, minerals, renewable, and other natural resources under the Bureau's jurisdiction.



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